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ABSTRACT

This discussion of the Pennsylvania Model Project follows a flow chart to cover all aspects of the program: mission, awareness and understanding, advantages and disadvantages, commitment, needs assessment, isolation of problems, setting priorities, assessing the present program, reevaluation of priorities, planning staff allocation, goals and objectives in operational terms, evaluation feasibility and acceptability, operational planning and alternatives, formal approval, reallocation of resources, implementation of a management system, progress appraisal, and evaluation. (IRT)

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PERFORMANCE BASED MANAGEMENT SYSTEM

A Method for Accomplishment

EA 008 051

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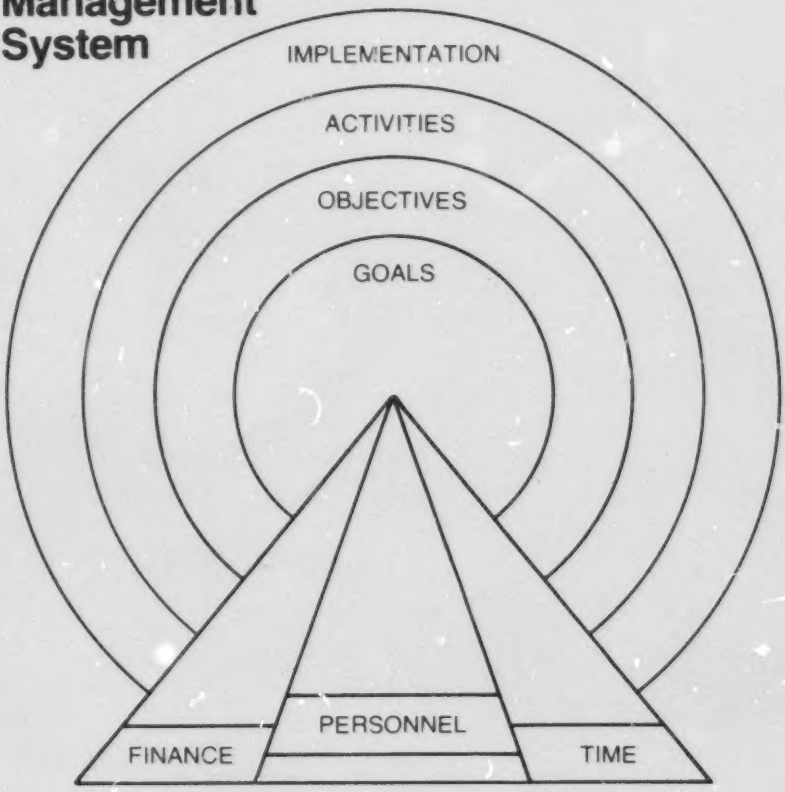
Performance Based Management System



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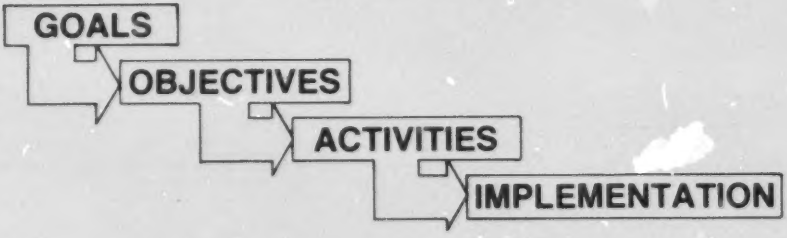

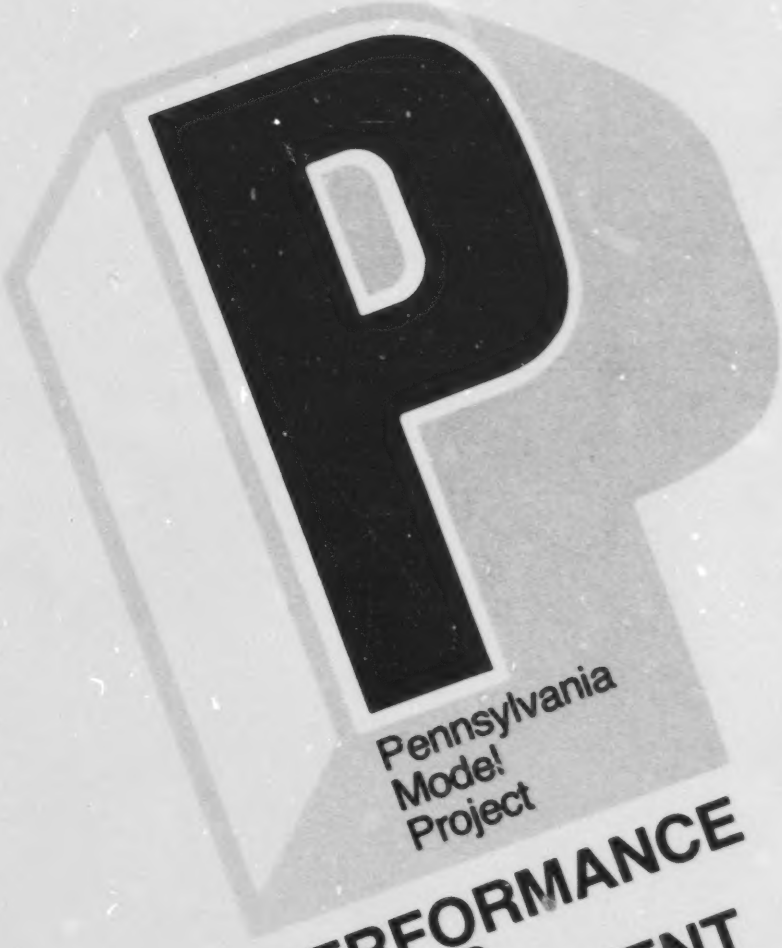

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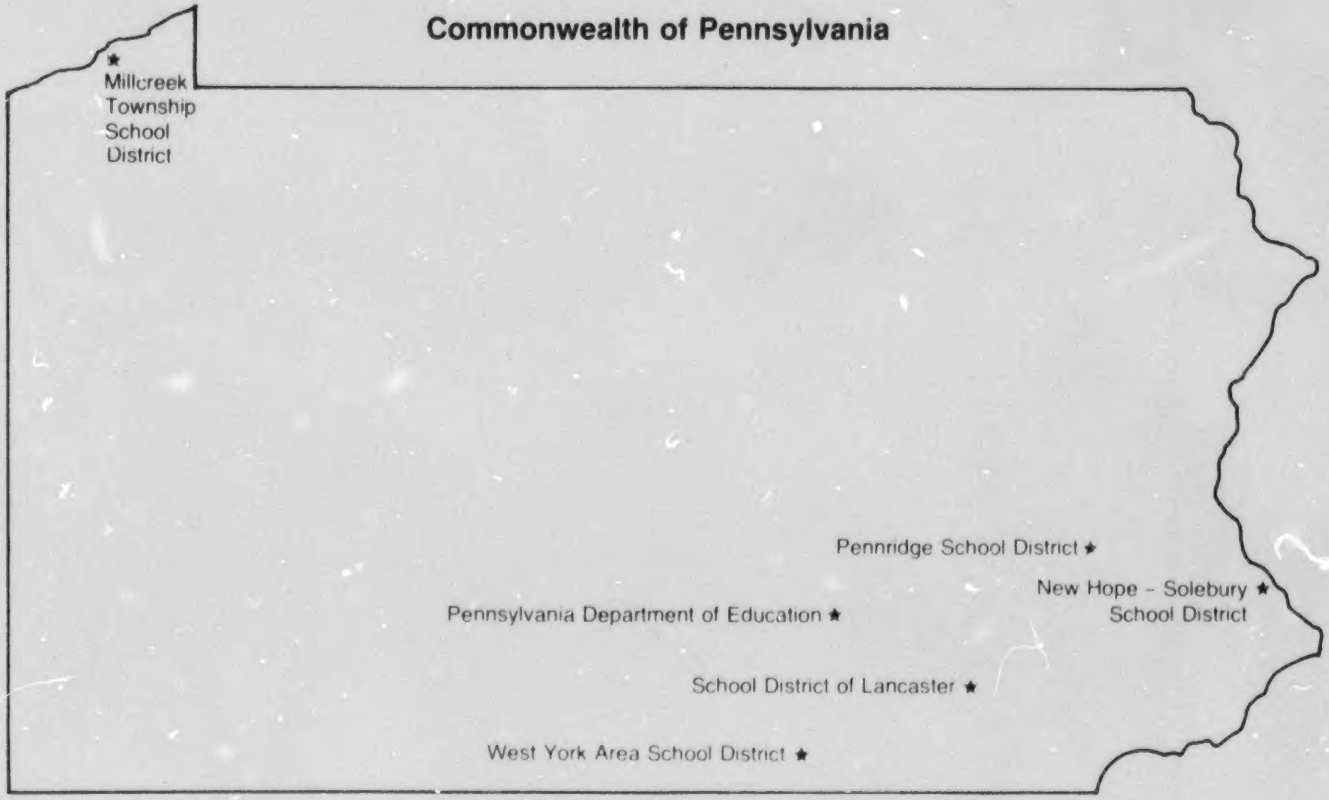
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Foreword

The older intuitive approach to administrative issues must give way to new "models" if the full effect of leadership is to have a bearing upon the purposes for which the educational systems, as we know them, exist.

It is most appropriate that these experienced professionals should pull together the many threads that weave throughout the fabric of this monograph and present a valid model of management as applied to education.

Inquire we must. The public schools need direction such as that suggested in this monograph. We also need to seek answers to many other questions that are being raised by those who believe that the public school as an institution has outlived its usefulness. Unless those on the firing line begin asking the same questions and finding answers to some of them, the critics may indeed be proved right.

How can you thank everyone who has influenced your professional thinking over the course of many years? Obviously, you cannot.

Specifically, major recognition must go to the following members of the Consortium Advisory Council: Charles R. Walker, Paul S. Steffy and John Tardibuono, School District of Lancaster; John S. Sandel and R. Alan Zito, Millcreek Township School District; George H. Slick, New Hope-Solebury School District; and William E. Keim, Pennridge School District. For general advice on the focus of the monograph I am indebted to George D. Sauers, Pennsylvania Department of Education Executive Academy. In addition to these I want to thank the scores of school authorities and experts who generously spent time with us or allowed us access to their materials. Further, a special thank you is given to my staff members, Edwin A. Resser, Sylvia M. Holland, Bertha E. Childs, Donna E. Hildebrand, Betty C. Ross and to Donald E. McCloskey, Esther J. Miller, Charles C. Chronister, Jean A. Myers, Ronald R. Young, Neil E. Everhart, Marilyn M. Turnbull, Lewis L. Stewart, M. Joyce Newcomer, and Charles H. McAfee, Jr., all of whom have helped me administratively.

Much more than tradition leads me to thank my wife, Barbara, and my three daughters, Gayle, Pam and Lynn for their substantial contribution to this document as well as for their support. Many of the ideas proposed herein are the outcome of family discussions, and the shapes of those ideas reflect their thinking as well as my own.

Finally, the Pennsylvania State Consortium is deeply indebted, too, to the West York Area Board of Education and its Secretary, Wilda J. Laughman for their important support and for allowing the Consortium to administer the entire project within the West York Area School District.

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Introduction

Within the past few years, the management of education in a school system has become increasingly complex. The operation of a school district today requires a much higher order of leadership than the administration of one only several years ago.

As a response to the need to expend greater intellectual resources and the development of more diverse strategies for administration, a variety of new management systems has been developed.

One of the most comprehensive of the burgeoning new systems is performance based. Acting under an ESEA project in Pennsylvania, Project Director Raymond R. Troxell, Jr. together with a consortium advisory council and consortium staff members have developed a highly effective system of performance-based strategies designed to improve educational leadership by the use of management system techniques.

The Pennsylvania model project helps an administrator to select his goals and then provide the techniques to move personnel and resources in the most effective patterns necessary to achieve his objectives. The performance-based system accommodates the development of various and far-reaching plans.

B. Frank Brown, *Director*
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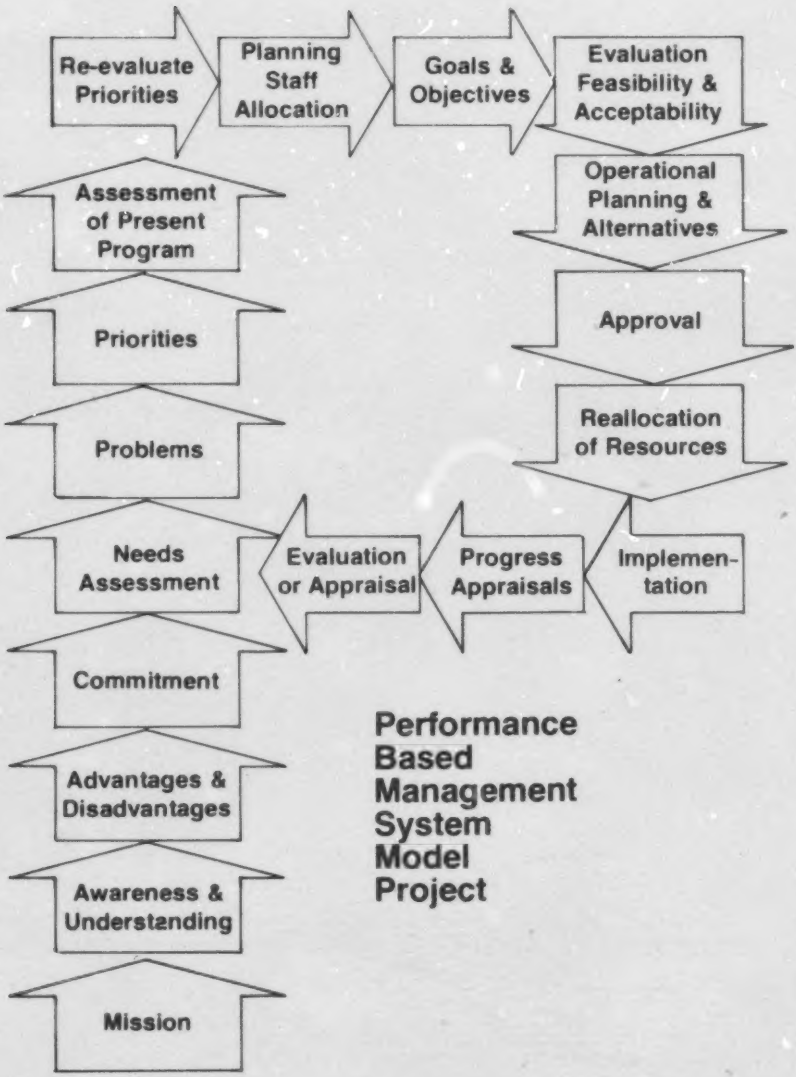


Performance Based Management System Model Project

Mission

Education itself has emerged from a transitional instruction characterized by the "little red schoolhouse" to the era of education via media and individualized instruction. Neither the teacher nor the community can afford to take a step backward. Both educators and the community are becoming more sophisticated in the formulation of an educational program and each is asking for a more effective voice.

The people providing the resources to carry out all educational programs are asking for results, cost effectiveness and improvements in the entire educational structure.

Persons in positions of responsible leadership in education, as well as critics, hold that the schools must be able to show that they use funds wisely and prudently. Schools must also be able to demonstrate that educational outcomes justify such expenditures. In short, the taxpayers providing the resources to carry out an educational program are asking for results, cost effectiveness, and improvements in the entire educational structure.

Management, as it was originally proposed to the educational community, was done in a shotgun approach with many sectors providing the pressure for the implementation of expected results overnight. What the community is actually seeking is a new management system which will be able to provide results.

Essentially, "management" means that those responsible for the operation of the schools will:

1. Set goals for specific, measurable improvements in performance.
2. Subject results to an objective audit or evaluation.
3. Report the results to the public in clear terms. Further, districts should develop specific plans for growth based on a careful weighing of the most efficient alternatives. Management stresses systems approaches that link all phases of education in the process: the achievement of goals, evaluation and feedback, a planned installation of a system, and recycling.

Management is best defined as a process of coordinating all the resources of an organization in order to achieve organizational objectives. The definition of management as a process permits the description and analysis of that process, thus making it possible to develop and organize the concepts and techniques of management in a systematic way. Third, there is the implied assumption that the management process is present in and necessary to all formal organizations if they are to achieve their respective organizational objectives effectively.

The entire Performance Based Management System movement falls under the broad heading of "management." You decide what you want to do, then move your personnel and resources in the patterns necessary to best achieve your objectives. Under the title of management, many various and sometimes far-reaching plans have been developed.

Management systems have not been designed to gain acceptance by those who are covered by them nor by those who have to implement them. For the most part, they have been designed by specialists, approved at the highest levels, and imposed without explanation on those who have to implement them. This occurs because the problem is approached from an organizational rather than an individual perspective.

One must decide what educators are trying to do. Putting it simply, the educator and his board, staff, community, and students must come up with an answer to the question, "What is education trying to accomplish?" While the answers to these questions may seem obvious, in practice they are difficult to articulate. Answering them serves a larger purpose as well.

The management model must be in the form of policy if it is to be a truly effective instrument for change. Therefore, all management models should be approved by the individual Board of Education. Thus the combined effort constitutes the management model for the Board of Education and the entire school system.

As in any experimental program, evaluation is the final step. Evaluate the achievement of this year's model as planning for the next year's model begins. This is really the essence of management-results as compared with objectives. Please note, however, that any evaluation should be in a supportive, constructive atmosphere, not in a punitive, policing climate to check up on people. The evaluator wants to find out how objectives were achieved and if they were not – then, constructively, why not.

It is inevitable and desirable that educators give a better accounting of their professional activities and of the funds that are devoted to schooling. What educators must learn is how best they can do this to provide better programs of education at a cost that can be justified to the taxpayer with results.

What follows from a sense of mission is a cultivation and refinement through a deeper awareness and understanding of management systems.

What is Meant by Mission

A mission nearly always relates to "service to others," either directly or indirectly. An individual mission actually determines the direction the individual is going, the scope of activities, and why that individual is doing what he is doing. A mission is *causal* in nature.

It should answer these three questions:

Why? Where? Scope and sphere of activity?

Awareness and Understanding

In one way or another many educators are becoming aware of something called "Management Systems." Management Systems are not new. They have been used by business and industry over 25 years. Examples of management systems that share several things in common are:

PPBS	–	Planning Program Budgeting System
PPBES	–	Planning Program Budgeting and Evaluation System
ERMS	–	Educational Resources Management System
ERAS	–	Educational Resource Allocation System
MIS	–	Management Information System
EBO	–	Education By Objectives
LBO	–	Leadership By Objectives
CBE	–	Competency Based Education
EBR	–	Education By Results
ROME	–	Results Oriented Management In Education
MBR	–	Management By Results
OD	–	Organizational Development
DBS	–	Davies-Brickell Policy Codification System

The introduction of management systems in the field of education is a relatively new development. In 1966 not one school district in Pennsylvania was using a "management system." In 1970 there were probably only three or four school districts in the Commonwealth of Pennsylvania using management systems. In a survey, completed during the 1974-75 school year, approximately 30 school districts were showing an interest in this new approach to educational management.

Because of the success of management systems in business and industry and because of their sincere search to develop greater organization and accountability in school management, educators are becoming aware of this approach. A systems approach analyzes the process of getting things done and breaks it down into a series of steps whereby a monitoring system can account for each small step along the way. This is a method to encourage *decision making* on a basis of *fact, rather than* on a basis of *feeling*.

Prior to a commitment of any kind, all parties involved must have a thorough knowledge of the problems at hand. This awareness and understanding phase of implementing a performance-based management system can be equated to the readiness stage in learning activities. Most important to the awareness stage is the creation, within the organization, of an atmosphere which is favorable for change to a management system.

This awareness may be enhanced by reading, by discussions with colleagues, or by formal presentations. A strong leader, capable of directing the awareness stage, is necessary to establish a favorable climate.

As a school district begins to work with management systems, it is important that it understands what management systems *are* and *are not*.

Management systems are processes that can be used in many types of situations. The organizations using management systems will usually operate by identifying and achieving certain goals and objectives. These goals and objectives, in some cases, may be common objectives for a school district or a group of administrators. There is also the possibility that only some of the goals may be suitable for a particular individual. Ideally, management systems are methods to guide a management team in achieving what is best for a school district as determined by some type of needs assessment program.

Management systems invariably include systematized methods of evaluating administrative performance, either as an individual or as a group. Such an evaluation may, or may not, be tied in to a merit system for determining salary increases.

Management systems are approaches to educational management that should work in all school systems if implemented properly. It is difficult to begin achieving the real potential of management systems unless the approach to management is done as an educational team. *A strong commitment to a management team concept is ideal when a school district develops and works with this type of program*. Although the team concept approach is not mandatory, the potential for developing such a team should be present, otherwise a management systems project is sure to be plagued with problems from the beginning.

First, it is important that concerned personnel become aware of the basic concepts, and second, that they comprehend them. Since explicit details must be made known as to the expected results of the organizational change, qualified consultants may be employed to aid in the development of the project and later, to contribute to the training process.

During the awareness stage it is important to keep in mind that not only are internal organizational practices being changed, but also that the behavior of personnel is also being modified.

Understanding of the problem also includes the training of staff members to communicate and function in an organizational climate which is managed by objectives. With proper training and guidance at the early stages of development, less resistance to the concept will be encountered. Carefully planned in-service training of the Board of Education and managerial staff members during the awareness stage will greatly enhance the probability of future success. Each school district may design and operate its own training program; it may hire private consultative services; or it may use the services of public agencies such as the State Department of Education. Workshops, seminars, consultants or visits to school districts achieving success with management systems may all be considered for use as local in-service training.

The awareness and understanding stage is completed when change that is to occur has been identified and when those persons who are affected by the change are enthusiastic about the desired results and are willing to make a commitment in terms of time, talent and energy. Achieving awareness and understanding may take only a few months or as long as several years to achieve. It depends upon the background of knowledge existing in the local school district.

A management system directs an administrative management team to focus on particular problems which concern them as a team or as individuals. Such a system, when it is used with a needs assessment program, helps a district identify problems, weaknesses, and inefficiencies, and assists the team in solving problems systematically.

Along with awareness and understanding, in preparation for the implementation of a management system, is the organization of current school district guidelines.

In order to operate a school system that is going to be accountable, it is essential to have definitive policy. It is also essential to have rules and regulations that carry out and administer that policy.

As professional knowledge pushes ahead, representative local boards of laymen are left farther and farther behind. This is probably inevitable. Certainly educators cannot handcuff professional growth to public opinion. And yet they cannot break them apart if they wish to retain public control of education.

Consequently, the issue sharpens into this: how are the people to control the schools without hamstringing professional excellence? More specifically, how can the school board direct the management team without usurping their professional judgment?

A leading example would be a policy system designed to put into practice the theory that policies formulated and adopted by the board of education can direct the management team in the administering of these policies which will allow freedom for the managers, yet permit the board to control the direction it desires the management team to take. These systems allow a board to keep in touch with the accumulated precedents of past actions, yet permit an unrestricted use of revisions.

Decisions by board members take much longer if there is not a record at their finger tips of past board actions. Any administrator finds that time can be saved if he can refer to and be guided by written policies which have been set up by the board of education of which he is the administering agent when he submits policies or rules to them for their adoption.

The administration of the schools in all respects is delegated to the management team who works within the guides of discretionary action – or follows the policies adopted by the board. Many of these board policies are translated directly into day-by-day administrative decisions, but there are others that one must supplement by rules because the team has found that it must restrict further the discretionary leeway left to the staff by the board.

A board's most important task is to exert control without crippling the skills of the professional staff. The whole process of policy-making is rich

with opportunities for stimulating good thinking from all interested groups and individuals concerned with schools. An orderly, democratic procedure for gathering, examining and selecting the best ideas of shared decision-making builds confidence in the people and high morale in the staff.

The idea grew out of a fundamental need of the board for reaching into every area of school operation on the policy level.

Writing a policy is usually a one-man job by a member of the management team. It is preferably given to the one with the necessary background.

The adoption of a policy or a change in policy is effected at a regular meeting of the board following a discussion of the proposed policy change or addition at the preceding committee meeting. Origination and consummation of a major action or a need for a change in policy should not occur in a single meeting.

Board rule-making as a control device more often is only a means of losing control of a situation. The board becomes hopelessly entangled with details which can be avoided if it sticks to its policy-making design. Board policies, on the other hand, tell an administrator when it is time to make a new rule or break an old one. They guide him through open terrain when he is making new rules, and thus give the board more effective control of the school system than it can possibly get any other way – more knowledge of what is happening in the schools, more respect from the staff and the public, and fewer and better scheduled meetings. This system permits the board to get on top of its problems – not under them.

The Performance Based Management System gives more freedom to the administrators to use their professional skills and judgment in operating the schools, more help from the board, a better sense of long-range planning, and more security in their jobs.

For the staff it gives a clearer understanding of the freedom they have, of the limits which exist, and a recognition of the source of these limits, a better understanding of the people's intentions concerning the schools, a broader knowledge of school operations reaching beyond their own work, and a more effective interpretation of the school program to the people.

The Performance Based Management System provides more stability in school policies, more confidence in the board of education, and a better understanding of the school program.

If proper attention is given to carrying out policies, personnel will be given more freedom and less restriction. By the development of adequate policy, operational decisions can be made effectively at the school or department level.

In an effort to develop a crystal clear policy which will pay off in terms of results, a matrix, such as the one shown, describing involvement and the involvement process should be developed. In the development and installation of a Performance Based Management System, it is important to spell out from the outset who is doing what to whom and the related involvements.

	Public	*Board*	*Supt. & Adm.*	*Instruc. Staff*	*Classif. Staff*
Planning					
Programing					
Budgeting					
Evaluation					
Reporting					

Perhaps school management systems can best be understood from a paragraph in a recent book written by Terrell H. Bell, entitled "A Performance Accountability System For School Administrators." Mr. Bell Says:

> "School management by objectives is to the school administrator what a road map and travel itinerary are to an experienced traveler. The administrator knows where he is today. Moreover, he knows how far he has traveled through a series of action steps and performance priorities up to the current date. Then he knows where he is going tomorrow in order to reach an ultimate objective by the time the academic year is concluded. His road maps are detailed, time-phased action plans developed through the organization's commitment to the management system. From this he has quantitative and qualitative information. Objectivity, system, and order all come from a system of performance accountability."

SOME QUESTIONS TO BE ASKED:

1. **What is to be done?**
2. **How will it be done?**
3. **Who will do it?**
4. **What with and at what cost?**
5. **How well is it being done?**
6. **What was accomplished?**
7. **How will it be reported?**
8. **What new decisions need to be made?**

In addition to the awareness and understanding necessary to properly implement a management system and to develop a more codified and organized system for policy, rules, and regulations, educators must also have an awareness and understanding of the forces that have a more than casual bearing on the educational community. These are the external and internal pressures on a local educational plan.

A school district can no longer operate in a vacuum and ignore the sounds formulating in the wings. By virtue of the educational process, a literate electorate exists that wants a voice in what its school system is producing and this electorate now knows how to articulate its demands.

Schools, therefore, are faced with a number of forces which must be considered in the decision making process:

1. *Federal Expectations:* The federal government is now providing close to 8% of some state and district educational budgets. Federal backing creates legislative pressure which can be felt all the way to the classroom.
2. *State Expectations:* The state, in turn, supplies approximately 40% of a district's educational budget. Through the Commonwealth Department of Education and legislative mandates, state expectations placed upon the schools are also felt directly in the operation of classes.
3. *District Expectations:* The remaining share of the budget comes from local sources. Because of this and the resultant effect that the educational product has on the community, an accountability expectation regarding the school's product has become a potent force.

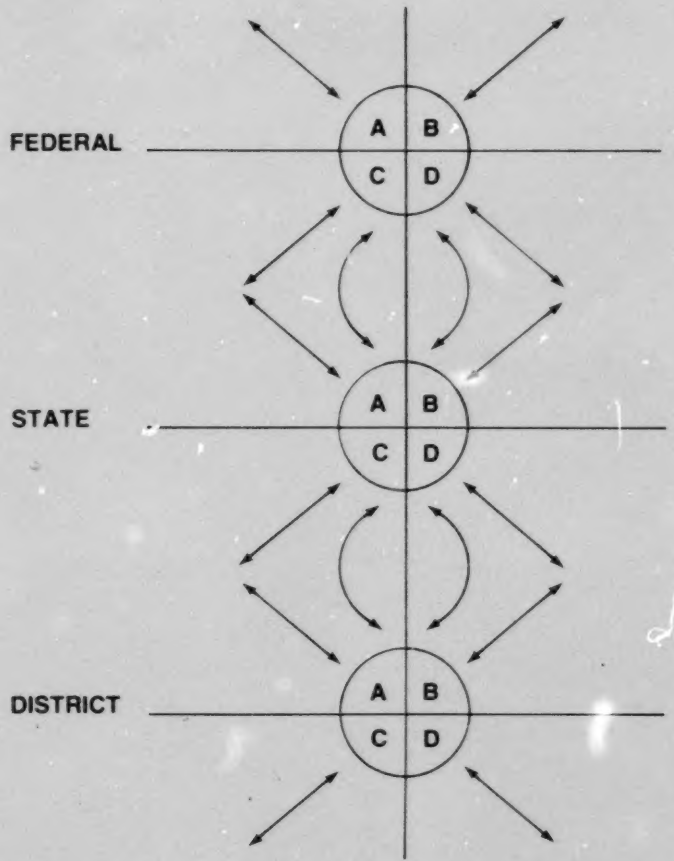
Each of these demand levels creates internal and external forces which weigh on the decision-making process and which, therefore, establish priorities regarding the action to be taken:

1. *Demands Outside of District (Outside of Education):*
   This would represent input from governmental agencies, the business community or others who do not have close contact with the District.
2. *Demands Outside of District (Inside of Education):*
   This input would come from federal or state educational agencies, professional educational associations, and other educational groups which do not have a direct voice in the District.
3. *Demands Inside District (Outside of Education):*
   These groups and persons represent the segments of a local community which will make direct demands on the educational system and its end product.
4. *Demands Inside District (Inside of Education):*
   These are the demands on the staff which are based on their own perceptions of all the previous pressures, including the needs of the students themselves.

As illustrated in *Chart A*, these pressures are hierarchical within the decision-making process or with regard to the reaction of the demands being weighed against each of these pressures. If these demands are not placed into perspective, the result is chaotic; therefore, educational administrators have given their attention to improved management systems which will allow for increased interaction to resolve educational demands.

Further, *Chart B* offers another graphic representation of the forces that affect the educational plan. This chart is included to show more specifically the relationships that all of these influential groups have not only with the Board of Education and the management team, but also with each other.

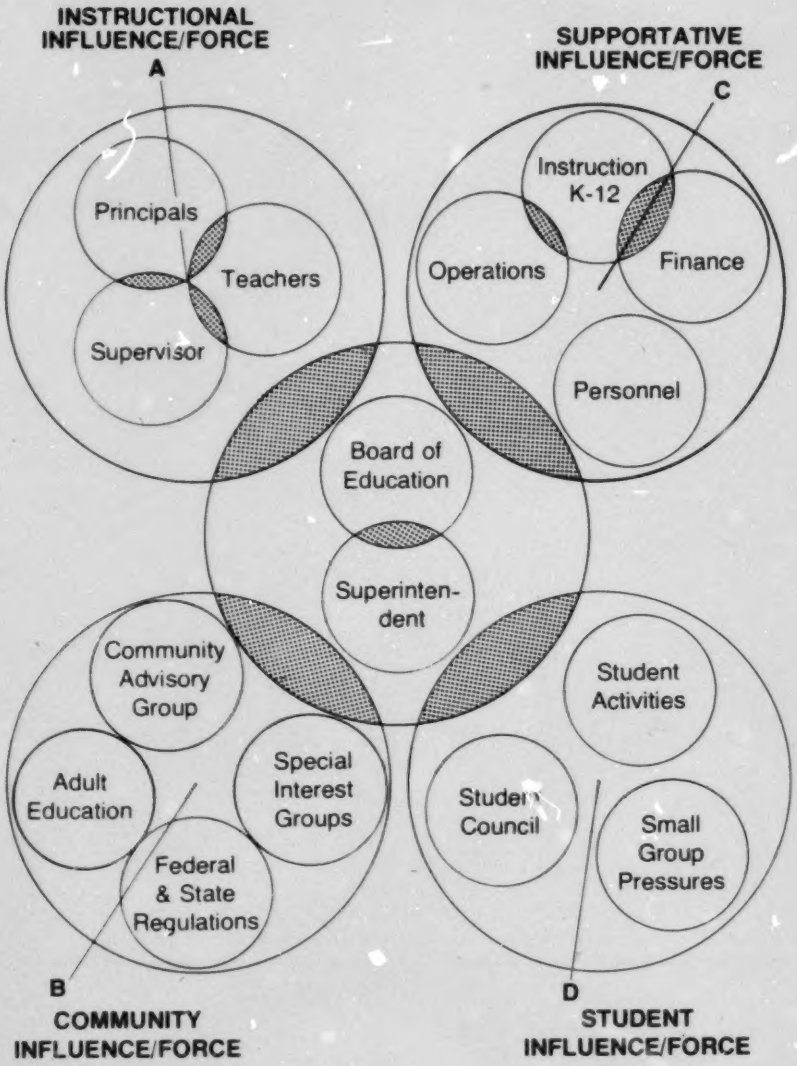
CHART A
Demands for Educational Interaction



A. Demands outside educational community
B. Demands inside educational community
} outside district

C. Demands outside education
D. Demands inside education
} inside district

CHART 8
Spheres of Influence and Interaction



Awareness

DIMENSIONS	DEFINITIONS
Structural	Needs, goals, objectives, and programs
Informational	The data base – personnel, facilities, student, financial, instruction, transportation, other files
Inquiry-Investigation	Research, analysis, interpretation, cost effectiveness
Control	Monitoring progress, auditing, evaluation of outcomes, reporting, management tools (PERT, CPM, networks, etc.)
Recycling	Re-planning

Advantages and Disadvantages of a Performance Based Management System

Most educational systems espouse the goal that each learner should develop his potential to maximum capacity. Current research, especially from the behavioral sciences, advocates that the same opportunities be available to members within the management system. Management systems, when they recognize the need for personal as well as organizational goals, can contribute to productive involvement which results in both personal and organizational goal attainment.

There are both advantages and disadvantages to the individual and the local school district when they work with a Performance Based Management System. The following list indicates some advantages and disadvantages.

ADVANTAGES

1. A written statement of goals and objectives increases the chances of realizing them, since by putting goals and objectives in writing, they render clearer the ideas that one wishes to accomplish. A *stated objective arouses commitment*.
2. Communications are improved because objectives provide a common framework within which to discuss plans, progress, and performance.
3. If goals and objectives have some similarity within the administrative organization, they tend to create a unification of cause and sense of direction for the management team.
4. The fact that the goals and objectives will be assessed several times during the year *inclines* each *individual to periodically evaluate his own goals* and objectives before the rating is completed by his superiors.
5. Stated objectives may clear away organizational barriers.
6. Administrators can *conscientiously strive toward the attainment of particular goals* and objectives instead of jumping from crisis to crisis.
7. Feedback is provided. The subordinate knows how he is doing.
8. The supervisor's suggestions are not resented if they actually do provide a better way to get the desired results.
9. Coaching by the supervisor becomes meaningful since development occurs on the job because the subordinate gets assistance when he needs it.

10. Priority is given to accomplishing objectives, *especially when it is tied to* a point value system and *salary increases*.
11. Relationships may improve between superiors and subordinates and between peers in different functions.
12. Innovation in problem solving is encouraged and expected.
13. Alternative ways of achieving objectives are developed.
14. Opportunities for individual creativeness on how to get the job done are opened up.
15. Employees' commitment to improved performance increases in successive periods.
16. Participation in decision making occurs by managers at all levels.
17. Managers have more freedom and are more at ease because their supervisor is not peering over their shoulders.
18. Achievement of employees' personal goals is part of the system.
19. Planning is more precise and useful.
20. Priorities can be set for each problem.
21. Confusion that normally occurs with a new supervisor is minimized.
22. The system becomes a standard process of planning, scheduling, review, and documentation to insure focus on results.
23. Delegation of authority and sharing of responsibility are required.
24. Managerial time and efforts are used more economically by defining a specific manageable area for concern.
25. Performance of subordinates is controlled by establishing specific, as well as timely, measurements of results.
26. Opinions and abilities of subordinates are better utilized.
27. Assessment or promotability is helped by identifying an individual's potential for assessment or promotability.
28. The "problem" person who cannot or will not contribute is revealed so that corrective action can be taken immediately.
29. The feed-back process enhances the possibility of avoiding management paralysis.
30. A Performance Based Management System allows educators to minimize management weaknesses and build on management strengths.
31. A Performance Based Management System opens up the system and clarifies job responsibilities.
32. Responsibilities are delineated.
33. A management system eliminates the possibility of a local school system always operating under crises situations.
34. All told, the advantages of Performance Based Management System provide greater unity of purpose, increased motivation,

improved self direction and self control, improved communication, a sounder basis for appraisals, and clearer standards for control decisions. Also a Performance Based Management System necessitates frequent and systematic planning, accurate accountability, improved staff-manager relations, easy and effective delegation of responsibility, excellent management training and development, and increased understanding of job status.

DISADVANTAGES

1. Superiors may impose unrealistic goals and objectives on subordinates. It is important to permit the kind of development of goals and objectives that come from the Board of Education down to the lowest paid administrator, and then from the lowest paid administrator up to the Board of Education.
2. A weak administrator may become over-rated because of his ability to write objectives.
3. There is the possibility of the development of an unhealthy competitive situation among administrators if the program is constructed too much on an individual basis as compared to a team approach.
4. Goals and objectives could cause undue pressures on some administrators, and, therefore, find some individuals just going through the motions.
5. Lack of prerequisites to implementation, i.e., preservice and in-service training programs.
6. Overlapping objectives are difficult to set, attain, and evaluate.
7. Educators have a tendency to describe rather than to qualify, which can present problems in setting objectives.
8. It requires a great amount of hard work before results can be seen.
9. Full implementation may require three to five years.
10. Institution of a system for accountability and performance can be threatening to some people.

It is well to remember that educational systems are *not* profit and product oriented; they are people-service oriented. Personnel work in a multi-purpose environment and, as such, are not always in agreement on educational outcomes or on ways to achieve outcomes. Educational systems lack flexibility to adjust programs because of too many constraints. Also educational systems are not in agreement on evaluation procedures and are often lacking in resources.

A Performance Based Management System is not new in principle. It is a restructuring of existing managerial practices. Performance Based Management is complicated by the problems of setting objectives, motivation, measurement, and appraisal. However, most of these problems are a result of a lack of knowledge of Performance Based Management System's

potential combined with a lack of commitment to the concept by the employees involved.

A Performance Based Management System has sufficient advantages that make it potentially much more effective than the traditional management systems. The apparent success or failure of a Performance Based Management System is largely a result of its acceptance by its users. As any other management or administrative system, the Performance Based Management System is no better than the manner in which it is used.

ADVANTAGES

1. Greater unity of purpose
2. Increased motivation
3. Improved self direction and self control
4. Improved communication
5. A sounder basis for appraisals
6. Clearer standards for control decisions

Performance Based Management System can mean:

1. More frequent and better planning
2. More accurate accountability
3. Better and more frequent staff-management relations
4. Delegation easier and more effective
5. Excellent training and development tool
6. Better understanding of job status

DISADVANTAGES

Educational systems are:

1. Not profit and product focused
2. People service oriented
3. Personnel work in a multi-purpose environment
4. Not in agreement on educational outcomes
5. Not in agreement on how to achieve outcomes
6. Lack flexibility to adjust programs
7. Rigid due to many constraints
8. Not in agreement on evaluation procedures
9. Lacking in resources

Commitment

There are basic questions regarding commitment for any school district which is considering a "Performance Based Management System." These questions are as follows:

1. Why is a management system being considered?
2. From whom is commitment sought?
3. How and when is commitment obtained?

WHY IS A MANAGEMENT SYSTEM BEING CONSIDERED?

Boards may view a Performance Based Management System as a way to measure the success of a school district, as a way to reward those in management who are doing an effective job, as a way to handle accountability, and as a way to set goals and objectives for a school district.

The superintendent and central administrative staff may view a Performance Based Management System as a method to evaluate the management team, as a method to set a common course for program goals and objectives, and as a way to grant performance increments to staff.

The management team may see a Performance Based Management System as a system in which they take part in decisions which will determine the direction in which the district will move, as a process which may be used to measure one's effectiveness, as a method which allows for individual difference in performance as determined by the needs of a particular position, and as a way to determine possible additional salary or bonuses.

The staff may see a Performance Based Management System as a way for them to see their role in the system and the attainment of desired goals more clearly. *Because it serves as a unifying force, it may enhance morale by providing a role in decision-making and evaluation.*

FROM WHOM IS COMMITMENT SOUGHT?

In obtaining commitment to a Performance Based Management System, there are five basic levels with which to be concerned. They are commitment on the part of the board of education, the superintendent, the central office staff, the management team (principals, directors, department heads, etc.), and the staff. Levels of commitment depend upon the dimension of the proposed system.

Commitment from the various groups will probably be obtained for different reasons. By recognizing that different reasons for the commitment of the various groups do exist, it should be possible to obtain a favorable response to the Performance Based Management System approach.

HOW AND WHEN IS COMMITMENT OBTAINED?

Commitment can only be obtained if several additional factors are taken into consideration. Those members of a district staff who will be directly affected by the Performance Based Management System process should be provided with adequate time to be trained prior to the installation of the management system. The entire district must know early that there is a commitment from the school board and superintendent to follow a Performance Based Management System.

When the system is started, those persons directly involved should have adequate time to develop their own objectives which should complement those set by the district administrators and board, either individually or jointly. When the objectives are established for each group, there should be provisions made for periodic review of the progress being made toward the achievement of the objectives by the individuals involved.

Formalized top commitment should be obtained by an action on the part of the board of education in the form of a policy action. This would communicate the intent of the district to a management commitment.

SAMPLE BOARD OF EDUCATION POLICY

The board of education expects the superintendent of schools to concern himself with long-term planning to guide the board in policy development. To that end the board establishes the function of planning and policy development as an important part of the superintendent's job.

Education is experiencing a thrust toward "accountability." The school district is in philosophical concurrence with this thrust and has taken advantage of it to institute a developmental management system which will accomplish the goals of accountability in education.

Based upon increased use of management systems in education, and further based on interaction with the local community regarding their educational expectations, a new concept in the field of accountability has emerged.

It is the desire of the board of education that an education plan represent the efforts of the staff to provide a student delivery system which will be designed to meet community goals.

Doing a Needs Assessment – Clarifying Expectations

A needs assessment may be defined as a process for determining areas of improvement over a period of time for a particular school system. It has been found that the most effective needs assessment consists of *two basic ingredients:* a determination of *how well* a school district *is doing*, and an *identification* of *what* the various school *public expects* the goals and outcomes of public school education to be. The results of the assessment could be related to the use of a management system in a district.

Based on detected discrepancies between what is actually occurring and what should be occurring as determined by the public, agreement must be reached on determining the most important educational needs to be satisfied by the school system in question. These become the foundation for writing managerial objectives that will move the system in the desired direction.

To complete the needs assessment process, a district must determine the information base to be used and the system for collecting information from that base.

If the management team and/or the various school publics are to be the data base for the needs assessment, there are several methods which may be used to determine the discrepancy between what is and what ought to be. Questionnaires, informal meetings, "brain storming," and formal meetings may be used singly or in various combinations.

Points to consider in the assessment would include those designed to determine a projection of the needs or desired changes to take place in the district as determined by the public.

Upon completion of the data gathering process, the district should prioritize the actions to be taken in changing and/or modifying the management system. The system used to prioritize needs is covered under another topic.

Administrative objectives must apply to the area over which the manager has control. Needs must be interpreted in light of what each administrator can effectively expect to change over a reasonable period of time. In this way, the results of a needs assessment become the guidelines for directing the kind of educational leadership the administrator should be exerting within his sphere of influence. This influence can be further manifested through program improvements, teacher in-service programs, or similar activities which could result in changes of students.

Management objectives are not developed in a vacuum. They must be based on valid measures which determine the actual educational

needs of the school district. Whether needs evolve from independent efforts or state-mandated programs, the results and the manner in which they are implemented are invaluable components of the management system.

The recent experience of one school district provides an example of what has been described above. An independent needs assessment, embracing the community, the student body, and the professional staff was conducted. From this assessment it was discovered that a common concern was the improvement of self understanding and self esteem. The board of education and the superintendent recognized this as a valid need to be satisfied through a district-wide effort. Each administrator used this as the basis for writing at least one objective for the following year.

TAXONOMIES OF EDUCATION

The Educational Domain

A number of behavioral scientists have developed extensive theories about how a student learns, but none has yet discovered exactly what happens when the student reaches the "ah ha" level of *true* comprehension. The closest we have been able to come has been in the measurement of intelligence or, better yet, achievement when measured against prevailing standards.

One of the most brilliant works of modern education was the classification of levels of learning into a taxonomy of educational objectives. Benjamin S. Bloom and others created the taxonomy while working on the refinement of college entrance examinations where it was felt important to know the levels of attainment reached by the student regarding his ability to learn.

Teachers' later use of the taxonomy proved that very ineffective learning was taking place since most teacher-designed tests did not measure what the teacher expected of the class. This, in turn, led to many changes in attitudes related to instruction, including stated performance objectives, so students knew what was expected of them in the educational environment.

Bloom's original taxonomy is composed of three domains: the *Cognitive Domain,* first printed in 1956; the *Affective Domain,* printed in 1964; and the *Psychomotor Domain,* printed in 1972 and edited by Anita Harrow. Within each of these three classifications are represented the levels of learning which a student must acquire. These have an effect on two other domains which will be further illustrated. The Cognitive Domain and the Affective Domain as classified, have the following hierarcy:
Cognitive Domain[1]

1. *Knowledge* – Knowledge is defined as the learner's recall of previously acquired material, ranging from specific facts to theories. Knowledge represents the lowest level of cognitive outcome.

[1]Richard L. Derr, *A Taxonomy of Social Purposes of Public Schools,* David McKay Company.

2. *Comprehension* – Comprehension is defined as the learner's ability to know what is being communicated and his ability to make use of the communication. Comprehension represents the lowest level of understanding in the cognitive domain.
3. *Application* – Application is defined as the learner's ability to use abstractions in concrete situations. Abstractions include such things as general ideas, rules, methods, principles, and theories. The ability to apply learned material represents a higher level of understanding than comprehension.
4. *Analysis* – Analysis is defined as the learner's ability to break down a communication into its constituent parts such that the organizational structure of the communication is made explicit.
5. *Synthesis* – Synthesis is defined as the learner's ability to integrate parts to form a new whole. It is the process of finding new ways in which facts, rules, and principles can be interrelated.

Affective Domain[2]

1. *Receiving* – Receiving is defined as the learner's willingness to attend to certain stimuli and phenomena. It represents the lowest level of affective outcomes in the learner's behavior.
2. *Responding* – Responding is defined as active participation on the part of the learner. At this second level, the learner is not only attending to a particular phenomenon but he is reacting to it in some way.
3. *Valuing* – Valuing is defined as the learner's assignment of value or worth to some phenomenon. It represents a commitment on the part of the learner to behave in a particular manner.
4. *Organization* – Organization is defined as the establishment of inter-relationships among values acquired by the learner. It represents the beginning of the process of building an internally consistent system of values.
5. *Characterization by a Value or Value Complex* – Characterization is defined as the development of a characteristic life style by the learner. At this highest level of internalization, the values acquired and organized by the individual have controlled his behavior for a sufficiently long time so as to characterize his way of behaving.

The psychomotor domain has importance particularly in light of the increased demands for saleable skill preparation which often call upon learning levels from this domain.

The expertise supplied to the educational system in assisting students to develop those learning levels formulates the classroom teacher's and curriculum designer's most important roles in education. The community itself expresses its expectations in two other domains (learning and social).

[2]Ibid., p. 8. New York, 1973, p. 7.

The Learning Domain

Communities have often called this domain the "three R's," and many traditionalists feel that these are the only areas with which the schools should deal. Modern classification systems now place the learning domain into what is called the "four C's."

1. *Communications* – All the processes of learning which involve reading, writing, speaking, and visual communications with each other.
2. *Comprehension* – The processes of understanding what we have learned, including the ability to relate that information to life situations in a positive manner.
3. *Computation* – The ability to deal with simple and complex figures as they relate to daily activities and work.
4. *Coping* – The ability to interact with peers, adults, and critical life situations in a changing environment.

The above areas can be considered processes which interlace themselves throughout all subject matter areas that are offered in a school system. In addition, education is carried out by man to pass on his heritage. The community reflects its desires of the educational system in this area through the "social domain."

The Social Domain

More and more, the school system has been asked to assume the burdens of society which were previously assumed by the family unit or the church. Education has been expected to provide the panacea for all the social ills. Although the relevancy of this approach can be challenged, the demands still exist. Until recently, no domain existed in this area to assist educators in structuring educational programs.

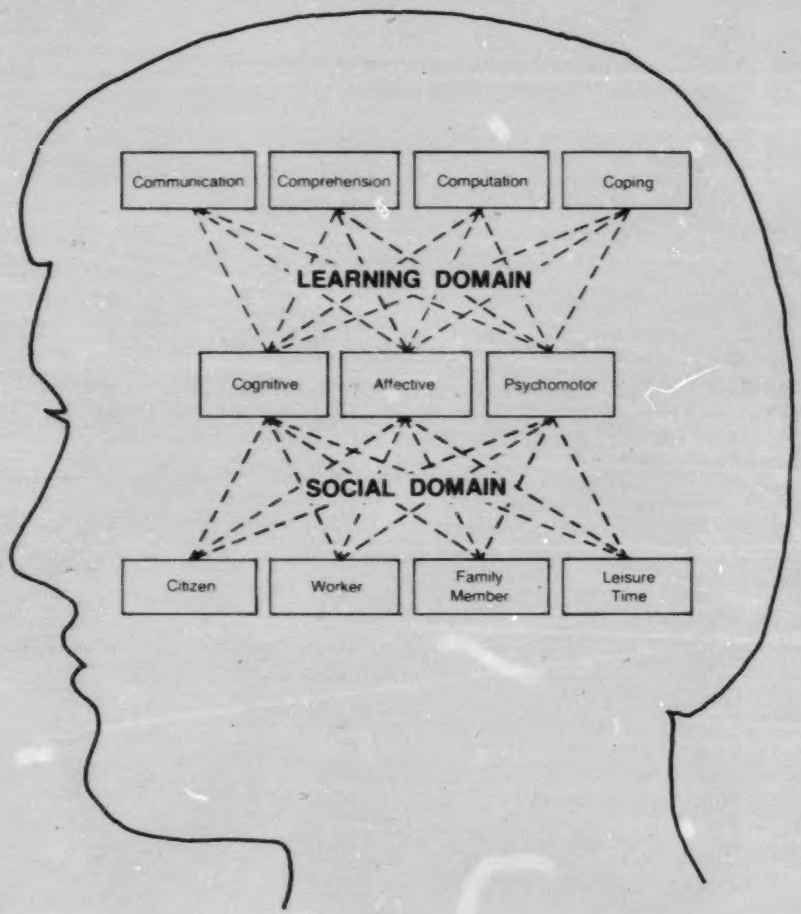
In the previously cited text written by Richard L. Derr of Case Western Reserve University, *A Taxonomy of Social Purposes of Public Schools*, the rudiments of a taxonomy have been structured. Since a taxonomy usually places a hierarchical level on the terms thus classified, this work is incomplete. It is Derr's contention that the actual classification using his system has to be completed at the local school level. The text still represents a monumental piece of work providing the following four "individual-in-society" educational purposes:

1. *Citizenship* – The student acquires the elements of heritage, learns responsible citizen roles, and respects the rights of others as elements of this domain.
2. *Worker* – The student develops a work ethic which is consistent with changing technology and continued learning. It includes the acquisition of career competencies in a productive society.
3. *Family Membership* – The student develops attitudes appropriate with family unity, moral values, and a social ethic which recognizes the dignity of others.

4. *Leisure Time Use* – In changing times when extensive leisure time may be available to the student during his life, he needs to develop a life style which is consistent with his career choice and which will allow him to return benefits to the society he serves.

Each of the three principle domains listed – Educational, Learning, and Social – interact on the student in the educational process. How this is achieved can be expressed in an *Educational Plan* as part of the total learning process. *Chart C* illustrates the interaction of these domains on the student in this process.

CHART C
Educational Domain Interaction



THE TEACHER AS A MANAGER

The role expectation of the modern teacher is far removed from the profile which is remembered from the days of the "Little Red School House." Although teacher time is dedicated to the instruction of students, educational theory and economic necessity have changed roles significantly. The modern teacher is also a manager – more and more the expectations of the educational community are providing for him to become a member of the management team.

This does not mean that administration of schools is being usurped or replaced by teacher teams, but that the resources available to teachers and the need for participatory development in accomplishing a variety of goals calls for a more effective team management approach. These management changes are being experienced by educators in many ways:

1. *Self-Directed Management* – A management system where the employee and supervisor plot out a course of action for specific goals and objectives in a manner agreed upon by the person to perform the duties.
2. *Implementation* – A system of teacher evaluation which draws upon the principles of accountability.
3. *Participatory Management* – An opportunity for all the participants who provide the end product to have a voice in determining how they will achieve the educational program goals.

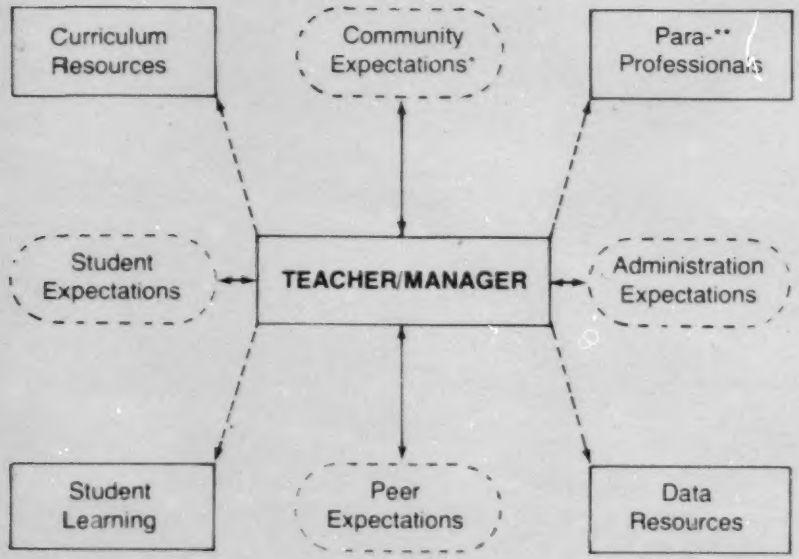
As illustrated in *Chart D*, the teacher in modern decision-making processes has to deal with a number of outside pressures which affect him more directly than the internal/external pressures related earlier. These include:

1. *Community Expectations* – as they relate to the specific subject matter being taught by that teacher.
2. *Student Expectations* – regarding the services and the quality of instruction which will be provided in the class.
3. *Administrative Expectations* – regarding the operational functions of the school plant.
4. *Peer Expectations* – as they relate to the total teaching environment and individual economics.

Participatory management takes place in modern education for the teacher in dealing with:

1. *The Educational Plan* – and the means by which he or his department can make a contribution to the end product.
2. *Curriculum Resources* – assistance in the selection, monitoring, and maintenance of effective curriculum resources for his subject field.
3. *Para-Professionals* – the use of para-professionals to assist in the instructional process is growing. This provides a means of offering more individualized instruction to students.

CHART D
Managerial Profile



* External Pressures
** Participatory Management

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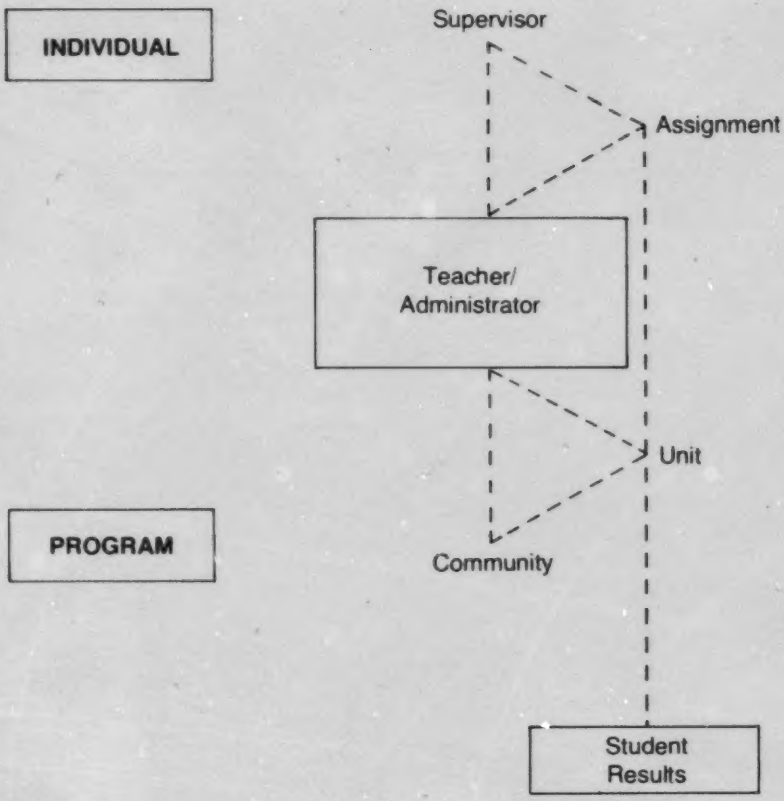
4. *Data Resources* – The management and retrieval of data relative to learning will be more commonplace in the classroom in future years. With the inception of baseline information and instructional information on the computer, the instructor will have the capability of identifying priorities and providing more effective instruction.
5. *Student Learning* – With all the advances in learning practices and the tearing down of barriers which previously existed between disciplines, the management of student learning as it relates to an educational plan or to learning theory will demand increased management skills.

THE MODEL

Teachers and administrators have become more accountable for the product they produce. We have discussed *Self-Directed Management* and *Participatory Management* as elements of a model. In Chart E further illustration is shown of the two directions accountability takes in the system to achieve student results.

CHART E
Accountability Models



1. *Individual Accountability* – Each member of the educational team is answerable to a supervisor in relation to his assignment. Individual accountability encompasses all members of the team.
2. *Program Accountability* – In relation to the expectations of the community, specific programs have been designed to achieve the stated goals. Accountability for these program goals is measured in a "program mode." To communicate this mode to the community and to provide for assessment, an educational plan should be developed.

DEVELOPMENT OF THE EDUCATIONAL PLAN

One of the tenets of *Participatory Management* is that "program expectations" will be followed by "program fulfillment," with each member of the organization being responsible for his "piece of the action." Since a case has already been established for full community involvement, any model to carry out the expectations must include input from all segments interacting in the model.

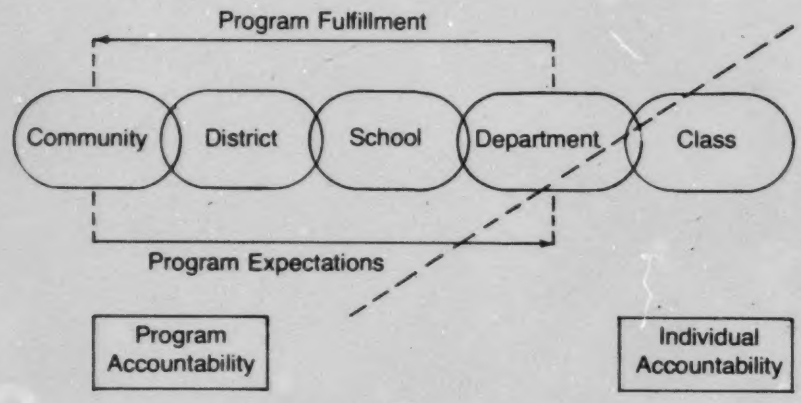
To accomplish full involvement, the *Educational Plan* which is being presented includes levels as illustrated in *Chart F*. These levels are:

1. *Community* – many individuals who establish thrusts relating to *Community Instructional* and *Managerial Goals*.
2. *District* – which must provide the support services and resources to carry out and manage the Plan.
3. *School* – which through its sub-community and administrative resources must provide for the overall goals as they relate to that school community.
4. *Department/Unit* – which in reference to the community expectations provides for its contribution.

At this time, this constitutes the educational plan levels which should support the program accountability aspects of the program. The individual class could make program contributions but, due to the cross-referencing of activities by teachers in more than one area of responsibility, the class level of the program has been assigned to the accountability model for individual accountability.

CHART F

Development of Educational Plans



PERFORMANCE BASED MANAGEMENT SYSTEM AND COMMUNICATION AUDITS

At this time in the implementation sequence, an audit should be taken to ascertain progress. Gains will need to be defined and deficiencies will need to be identified for determining remedial or future action. One district,* for example, engaged two outside firms to appraise the district's effort. One firm looked at the efforts in building better communications throughout the implementation model and its procedural format. Change information was gathered and used. The school district will continue to adhere to a philosophy of internal and external evaluation to assure unbiased change information and locally-useful change decisions.

INTEGRATION OF A PERFORMANCE BASED MANAGEMENT SYSTEM WITH PROGRAM

This same district, with the management effort being of priority emphasis for approximately two years and, as such, becoming operational, decided that a management system could "run on its own steam" and could now be a viable delivery system for instructional support. The district initiated a needs assessment in the instructional areas to define priority opportunities.

Using community, student, and staff input, two priorities were defined as needing intensive, immediate attention. The first was the K-12 reading program, and the second involved student dropout or alienation. The district directed intensive action toward these two areas, while maintaining and improving the quality of the other programs offered and supported these efforts by integrating the instructional procedures with the management delivery system.

*School District No. 12, Adams County, Colorado

Probiems

At this point on the flow chart, the needs assessment of the school district has been completed and this assessment has isolated areas where the specific needs of the students and community are not being met to the satisfaction of everyone. These then are the problems to which the district must address itself. The superintendent in cooperation with central administrative staff, principals, supervisory personnel and teachers should analyze the specific problem areas. Sub-committees should be appointed to study the identified problems.

The work of the sub-committees should include a careful listing of problem areas. Areas in which program outcomes have not reached expected levels should be listed as well as areas which have had acceptable results but which need constant and careful monitoring to maintain these desired results.

When all items have been listed, the task of the management team is to group the problem areas into similar categories. All problems which are included in one school program form a single category. Major concepts are then developed from the categorical listing. These major concepts could encompass existing programs or revolve around the new areas to the school district.

Tentative program goals are then established. Program goals reflect the ideas of the major concepts and are stated in performance terms. Specific program objectives are then established.

With all identifiable problems listed, and the goals and objectives stated with measurable outcomes, the school district can then proceed to the process of assigning priorities.

Priorities

After a needs assessment has been completed and the present and future needs of the managerial staff, the instructional staff, the students and the community have been identified, and the problems associated with achieving these needs have been enumerated, the task of assigning priorities to these needs follows. Each district must judge the relative value of each course of action so that first things can be planned first in allocating financial and managerial resources.

Many elements of the community can also be utilized as resources for program enrichment, career education, and the creative arts. Examples might be industry, local businesses, and the creative people of the community – its writers, painters, musicians, sculptors, craftsmen, actors, and photographers. Utilizing the community as a classroom has many spinoff benefits related to educational experiences and programs such as increased positive public relations, reduced operating costs and financial savings, as well as the re-deployment of staff and instructional space.

Priorities should be based on the importance that is attached to improving a given objective. The decision making process involving the establishment of priorities should be a management team project.

In the prioritizing of needs, a district may want to use all or part of its management personnel for the task. Based on the insight of these individuals an effective prioritization should be completed.

As a result of the assessment, the priorities should be established in the areas of greatest need and in a logical sequence in order to achieve the goals of the undertaking. If the assessment yields minimal agreement on valued priorities, the decision about priorities should be delayed and the topic of prioritizing should be treated through in-service or some other means prior to going through this process and the resultant individual goal and objective setting, etc.

A subjective ranking of the objectives of programs will result from this process. Final priorities might then be assigned by the superintendent and his immediate staff. This smaller group has now received the input from all segments of the school community and can carefully weigh each objective in light of its relative importance to the total school program.

It should be noted that the ranking of priorities does not indicate that a given school district is doing an inadequate job in those areas which receive the highest ranking or that lower priorities are not important. Ranking does indicate however, where members of the school community feel that a positive approach to improve existing programs or implementing new programs is needed.

Assessment of Present Program

A careful evaluation of the present program, in light of the priorities listed in the previous step, should be undertaken at this time in the sequence of steps necessary in implementing a Performance Based Management System.

When the priorities have been established for a course of action, a district should take a closer look at its present program of operation in the area of management.

Assessment of present school programs is no longer an option exercised only by more forward looking school districts or by large districts with full-time staffs devoted only to evaluation. Many states have mandated evaluation programs and almost all federal and foundation grants are only awarded to districts which have included extensive evaluation plans in their proposals.

Assessment of any program can only be completed when precise objectives of that program have been stated. Measuring vague programs results in vague information from which it is impossible to plan future programs.

In addition, management information differs in use and form from counselor information and achievement measurement. (Managers need to know if the program produced the desired results within the limits of the stated objectives.) To supply this information to school management personnel, sampling techniques and other subjective measurements as well as standardized instruments may be used.

In Pennsylvania, Educational Quality Assessment measures each district in relation to the Ten Goals of Quality Education. Using the results of this assessment instrument in conjunction with the results of the district standardized testing program, informal testing programs, subjective evaluations of teachers, students and administrators, and the reactions of community advisory groups, the management team can evaluate present programs in relation to stated goals and objectives.

Present goals, objectives and activities are compared with the results of the objective and subjective information which has been gathered from all the input sources. After decisions have been made concerning the outcomes of the present program and areas of concern have been identified, these results are compared to the findings of the needs assessment. New areas of concern which have come to light during the present program assessment should be added to the items which have had priorities assigned.

Re-Evaluate Priorities

After the priorities have been established, and the present program evaluated in terms of these priorities, then the priorities themselves need to be re-evaluated.

A district may also choose to take a closer look at its present program of operation in the area of management.

Those programs which ranked high on the original priority list and have been evaluated as successful in terms of outcomes should have a lower priority value assigned to them.

The management system should be analyzed in terms of whether it can affect the priorities.

Assessing the present program may have brought to light areas which were not included in the original list of priorities and should at this time be included for consideration. These new items should be carefully studied before they are placed on the priorities list.

The process of re-evaluating priorities should take the same form as was used in assigning priorities. Dual rankings of objectives in terms of importance and achievement should be completed. Rankings are compared and tentative order assignments are made. Final priorities are assigned by the superintendent and his staff based on the subjective rankings of objectives and the human, financial, and facility resources available to the local school district.

When the priorities have been agreed upon and these decisions are understood by all management personnel, the priorities should remain as decided. (If circumstances warrant a change in direction for the school district, the process of decision making should begin with the needs assessment.)

Chart G shows the step-by-step procedure for re-evaluating priorities based on the information received through completion of a needs assessment and evaluation of the present program.

CHART G
Re-Evaluate Priorities

MISSION
OBJECTIVES
ACTIVITIES
RESULTS

Define problem

Define terms

Break the problem down

List symptoms

List possible solutions

Analyze each solution

Check consequences of solutions

Write a "Plan of Action"

Planning Staff Allocation

One of the most important aspects of organizing any school district has to do with staff assignments and staff allocation. It is here that the management system will have to come to grips with the day to day realities with respect to the resources of the school district and the entire community. The two basic managerial problems which will concern a school district in the matter of staff allocation are securing an equitable distribution of workloads and utilizing the entire staff so as to secure the most efficient and productive instructional system that is possible.

A number of factors to be considered when attempting to equalize workloads are the different subjects to be taught, class size, total number of pupils, responsibilities for extra class activities, study hall supervision, number of classes per day, total clock hours, as well as the strengths and weaknesses of each individual. In addition, adequacy of materials, supplies, clerical assistance, and other conditions peculiar to each local school district will affect the work schedule. Many times rather large inequities will develop over which the local school district has little control at any given time. In spite of such complications, the task of staff allocation has to be accomplished. An administrator must exercise his best judgment in the allocation of staff in an effort to bring about the best possible conditions for teaching and learning. Unless changes are made in the allocation of staff now employed and those likely to be employed in the next few years, the present trend to increase class size, eliminate classes, and employ teachers with inadequate preparation will become accepted policy. Such developments will cause a deterioration in the quality of public education.

Specific projects in the area of staff allocation have emphasized particular changes in class size, changes in scheduling, team teaching, changes in personnel, and the use of instructional media.

A direct challenge to the traditional concept of staff allocation is the experimentation with large group instruction, independent study, small group discussions, and flexible scheduling with the use of teacher aides, community, consultants, and staff specialists.

Positive attitudes of all school personnel toward their work assignments is a most critical element in any successful program. Direct appeals to bring about changing attitudes have little effect on staff. However, the management principle of changing working relationships and environments in order to achieve positive attitude changes has been most successful in the private sector. Unfortunately, education has not systematically studied this management principle or made extensive use of it in the public schools.

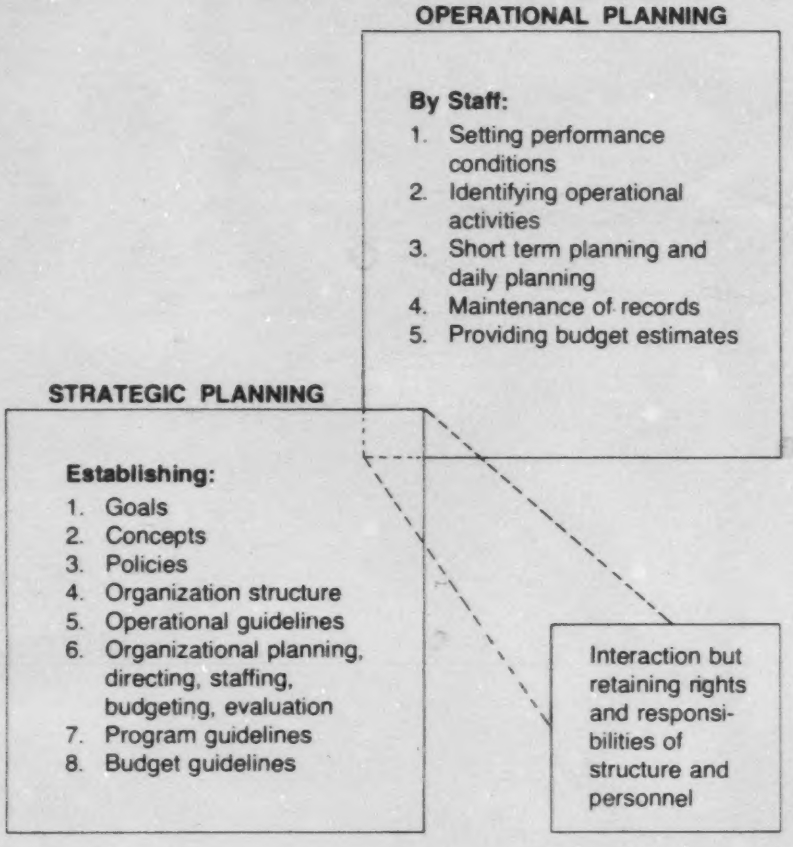
Each school staff should be encouraged to test new working relationships and staff allocations in order to improve interpersonal contacts among all staff members.

Finally, morale is a powerful force. People write about it, talk about it, and many give advice about it, but there remains the difficulty of analyzing it and predicting its status. There is considerable evidence to support the view that good morale is among the most important ingredients in any group enterprise over an extended period of time.

It is true that it is easier to obtain evidence with respect to productivity of workers in an industrial setting than in a public school district. But there is evidence that high morale in school districts produces results similar to those found in studies conducted in the private sector. The basic evidence that we have today points consistently to the fact that teacher morale and educational achievement are very closely related. Hence, school districts should identify and attempt to eliminate conditions which create morale problems that may hinder the teaching and learning processes.

Through the sound structuring of staff allocation, sound decisions can be effected to overcome those conditions that are not conducive to good morale in a school district staff. (See *Chart H*)

CHART H
Division of Tasks



In *Chart H* the relationship of the division of tasks is illustrated. The direction of the local district is illustrated by strategic planning which is the function of the management team and the board of education. Operational planning, on the other hand, is the function of staff personnel in non-management positions. Both must function independently, but with coordination between the two, if a school district is to be managed efficiently.

Goals and Objectives in Operational Terms

In any system that is considered to be functioning smoothly, it is important for each person to know in what direction he is aiming. Hence the development and writing of goals and objectives.

The act of actually writing down goals is important. The very act of formulating and developing explicit goals makes it impossible to take these goals for granted. Once a goal is in writing, within the system, it cannot be forgotten.

Periodic revision and constant assessment of these goal statements is needed to insure their importance as focal points for the school community.

Goals should be a challenge, but they must be attainable. The job of formulating goals specific enough to form a basis for instructional planning and evaluation but not so specific as to be restricting and limiting in daily planning is a necessary undertaking if the goals and objectives of the system are to be realized.

From goals, objectives are derived.

Three types of objectives should be considered for inclusion into a Performance Based Management System:

1. Project objectives – These are the objectives that deal with the administrators and staff members in a collective effort.
2. Individual objectives – This type of objective deals with the administrator alone in his/her job responsibility. Input and assistance can come from other sources, but the accountability for the outcome is the administrator's.
3. Personal objectives – Given the job responsibility type of objectives mentioned above, this objective deals with the personal growth intents of the administrator. The personal growth would certainly augment the administrator's skills and contribute to the achievement of other objectives, but the primary intent of the personal objectives is individual growth.

Each specific objective must identify the person or persons whose behavior is to be changed, what behavior is going to be changed, when it will be accomplished, how the change will be measured and what will be considered satisfactory performance.

Once organizational goals have been established it is necessary to construct performance objectives for each of the goals that are clear, brief and quantifiable. The superior responsible for initiating a performance objectives program should try to maintain a minimum number of objectives for each administrator under his control. Generally, three to five perform-

ance objectives can be subsumed under a major goal statement. The number of goal statements depends largely upon the size of the organization and the number of people available to work toward specific performance objectives and the economic and social constraints placed upon the system.

Clarity, brevity and specificity in establishing objectives does not necessarily mean that the objectives must be primitive or concern themselves only with "nuts and bolts" tasks. Each of the performance objectives must incorporate some standard by which they are to be measured. Just as par on the golf course represents the standard for the professional golfer on that particular course, organizations must agree upon standards in their field of endeavor which represent professional competence in meeting predetermined goals and objectives. Basically there are seven types of standards that can be applied to performance objectives. The selection of the standard will depend entirely upon the nature of the objective.

Objective or Engineered Standards

Objectives measured in these standards are usually written in relation to time and motion. These standards emanated from the work of Frederick Taylor and measure performance and the results obtained through the amount of time that it takes to complete a particular job. For instance, a good job is being done when a typist can type 150 one page letters per day. Standards of this type are usually stated statistically on the basis of elapsed time.

Historical Standards

Standards written in this manner usually ask the question, "How well did you do this year as compared to previous years?" The period of time may vary from a month, a quarter, a year, etc., but the standard of performance is based upon improving past records of achievement. Unfortunately, last year's achievements may have been extremely poor and improvement over a very poor performance does not necessarily mean that you are well on your way to excellence as an organization. Other factors must be considered when establishing this type of standard. For instance, the capabilities of those people you have working for you, the amount of resources you have allocated to a particular project and in some cases the percentage of increase you expect over the previous year.

Comparative Standards

Comparative standards as the name implies, compares performance of your organization with other organizations that are active in the same field. The national cost of education index is a good example of establishing comparative standards. If your organization is comparable to other school districts in the nation in terms of percentage of turnover, dollars per pupil spent for psychological services, guidance services, instructional costs, etc., you may consider yourself doing a satisfactory job. Once again, comparative standards like historical standards fail to incorporate objective yardsticks.

Subjective Standards

A subjective standard is usually established by the superior for his subordinate and essentially says a good job is being done when it is done in this particular manner and in no other manner. This is probably the weakest of all of the seven standards available to measure performance, though it is still important.

Positive Standards

Positive standards can be established when results can be determined statistically. A typical example would be: The principal shall increase the number of full period classroom observations during the 1975-76 school year by 25%.

Negative Standards

A negative standard states what should not occur or sets limits that are not to be exceeded. For instance, a good job is being done by the principal of the high school when no more than two complaints by parents are received by the superintendent through the course of the year. Or, teacher absence is under control when absenteeism for all reasons does not exceed 5%.

Zero Standards

A zero standard allows no margin for error. It requires that a job be performed in a prescribed manner every time without exception. For instance, the safety policy of the district will not be satisfactorily carried out unless every pupil accident is reported to the superintendent of schools within one hour of its occurrence.

Good standards reflect certain basic characteristics. They should: (1) be jointly developed by employees and supervisors; (2) be stated in terms of basic results required of an operation; (3) be worded to include references to accurate means of measurement; (4) be worded to prevent misinterpretations; (5) measure quality and quantity of work performed; (6) be established in an officially approved form; (7) be attainable by at least one member of the group concerned; and (8) be continually revised with use.

The revision aspect of the performance standards will be touched upon under the heading of PROGRESS APPRAISALS in the model. Performance standards become functional and beneficial in relation to the effectiveness with which they are written in objective terms. In the field of education it is a temptation to use subjective, historical or comparative standards. However, the process becomes much more meaningful and quantifiable if you force yourself to use objective, positive, negative and zero type standards.

The next basic function in the Performance Based Management System process is to apply the standards to the community thrusts; specifically the identifiable community instructional goals and the community managerial goals.

COMMUNITY INSTRUCTIONAL GOALS

Philosophy

The schools and the community are partners in the education of youth, but the primary responsibility rests with the schools. The schools and the community should provide an atmosphere where there is an active commitment to further each individual's natural desire to learn, realizing that the ultimate responsibility for the education of any individual rests with the individual himself.

Each individual student, regardless of sex, race, color, religion, ability, wealth, or background, must be prepared for effective living as a contributing citizen in a rapidly-changing society where life-long learning must be viewed as a normal expectation.

The educational program should promote excellence based upon the optimum fulfillment of each individual's capabilities as determined by his experiences, needs, and incentives. It accepts the responsibility to provide the maximum opportunity for its students to acquire the basic skills and knowledge to be intellectually curious and aesthetically aware, to think and work creatively, to live healthfully, to achieve self-discipline and economic efficiency, to understand the obligations of democratic living and learn to live in harmony with nature and with others.

In the accomplishment of its philosophy, a district shall strive for constant improvement of the educational program; help each student develop into a well-adjusted, useful, intelligent, contributing citizen; maintain constant involvement with all segments of the community; and provide for efficient and effective management and utilization of human and financial resources.

The following goals may be adopted in order to provide more specific direction in the implementation of a district's philosophy. They could fall into four major categories; Self-realization, Human Relationships, Economic Efficiency, and Civic Responsibility.

Self Realization

Adaptability – To provide an educational program which encourages each student to learn how to think and develop modes of inquiry in order to adapt to any of life's challenges with confidence and effective behavior.

Accumulation of Knowledge – To provide the opportunity for each student to acquire the basic skills, information, and concepts in order to be intellectually curious; to develop effectively the habits of listening, observing, and reasoning; and to think and work creatively.

Communication and Transmission of Knowledge – To provide each student the opportunity to develop both verbal and non-verbal skills in communication.

Use and Evaluation of Knowledge – To provide each student the opportunity to develop skill in intelligent, constructive, critical, and creative thinking so that he may develop the ability to analyze situations, recognize re-

sources, evaluate alternatives, make judgments, accept responsibility, and take intelligent action.

Desire for Knowledge and Continuing Education – To provide each student with the opportunity to recognize the value of developing intellectual curiosity and to acquire a positive attitude toward learning as a life-long process by engaging in educational experiences which are relevant to his present and future needs.

Aesthetics – To provide each student with the opportunity to cultivate an appreciation for beauty in various forms and to encourage the development of individual creative self-expression and talent through various media.

Avocational and Leisure – To provide each student with the opportunity to pursue and develop personal interests and to develop skills which will encourage a creative, productive, and enjoyable use of leisure time.

Physical Health and Safety – To provide each student with an awareness of the importance of physical fitness and sound personal habits of health and safety, and the opportunity to develop positive attitudes toward the conservation of human resources, both for the individual and for society.

Mental Health – To provide an atmosphere conducive to good mental health and to provide each student with the opportunity to develop his individual feelings of self-worth, self-understanding, and self-confidence.

Human Relationships

Character Development – To assist the home in providing for each student the opportunity to develop a sensitivity to moral standards which will provide firm support for ethical behavior.

Inter-relationships of Peoples – To provide each student with the opportunity to develop an appreciation and respect for the cultural heritages of other peoples of the world, a respect for the worth and dignity of each person in a society, and an awareness of how each enriches the world.

Peer Relations – To provide each student with the opportunity to increase his understanding and acceptance of himself so that he will learn to accept, understand, and appreciate others.

Home Life – To provide each student with the opportunity to appreciate the significance of a stable family unit to an enduring society so he can develop wholesome and responsible attitudes and skills necessary for functioning within the family structure.

Economic Efficiency

Economic and Consumer Efficiency – To provide each student with the opportunity to understand economic principles; to become a well-informed consumer; and to develop an understanding of the effective use of economic, human, and natural resources.

Career and Occupational Selection and Preparation – To provide each student with the opportunity to make mature and appropriate educational decisions and to acquire occupational competencies in a rapidly-changing society.

Civic Responsibility

Democratic Principles – To provide each student with the opportunity to develop an understanding and appreciation of our American heritage and the corresponding civic obligations, responsibilities, and laws of our governing bodies.

Individual Relationships with Government – To provide each student with the opportunity to develop an awareness and appreciation of an individual's rights and responsibilities toward all levels of his government and to encourage each student to exercise those rights through individual participation and involvement to the fullest extent.

COMMUNITY MANAGERIAL GOALS

This list of goals includes the possible thrusts of a district in providing operational efficiency to better attain the educational goals of a district and to provide the mechanism whereby diverse talents can work as a team to reach common objectives:

Administrative Support

Self-Directed Management – To develop and consolidate a management system which will provide top-down direction while allowing bottom-up development.

Evaluation – To consolidate the personnel evaluation instruments which will measure effectiveness in reaching performance objectives.

Affirmative Action – To develop and implement a program of affirmative action which will ensure the fair and impartial selection and treatment of all employees.

Public Information – To expand the public information network of a district in order to evolve better staff and community communications within the schools, between the schools, and between the district office and the schools.

Governmental Resources – To improve the cooperative relationships between a district and other governmental units leading to program sharing, operational efficiency, and instructional growth.

Board and Administrative Policies – To consolidate and revise a district's board of education and administrative policies, thereby increasing managerial effectiveness.

District and School Procedures – To study and consclidate district and school procedures of various types to improve administrative efficiency.

Instructional Support

In-service Education – To improve and consolidate the in-service education programs for all personnel of a district leading to more effective utilization of individual talents.

Counseling and Guidance – To develop in a district a counseling and guidance operation, oriented to increased student service and support.

Educational Plan – To develop an articulated and comprehensive educational plan for a district.

Community Involvement – To utilize the talents of individuals and organizations within the community in the educational process of a district and the schools.

Educational Evaluation – To develop an educational evaluation system which identifies, analyzes, and reports data for educational planning.

Year-Round School – To study and implement possible designs for year-round school operation along with other alternatives providing instructional flexibility.

Operational Support

Centralized Budget – To centralize the budget operation and to allow supervisors and principals more voice in determining budget development and control as it effects their school operation.

Cost Effectiveness – To develop a cost accounting procedure for a district to further measure effectiveness of educational programs in relation to operational costs.

Housing Needs – To provide adequate housing needs for the educational programs through internal development and utilization of community resources.

Transportation Network – To provide a cooperative and efficient transportation system for school educational programs through data information and sharing of transportation systems.

UNIT IMPLEMENTATION OF THE MODEL

For the purposes of the Educational Plan each of the levels illustrated in *Chart I* are referred to as *Units*. Following this pattern, a *Goal Matrix* has been developed which will include the implementation of each unit's contribution to the community expectations. (See *Chart I*).

Each unit studies its resources to deliver the *community instructional* and managerial goals: staff competencies, student population, operational resources, and existing programs and student evaluation information, including *baseline data*. Based on this *needs assessment*, the unit can select specific goals to which it can make a contribution and state that contribution on the *Educational Plan Goal Matrix*.

Upon completion of a unit plan, a Performance Based Management System will have shown its contribution to the community expectations; and the community will have a means of knowing what to expect in end results. These individual units are combined into a package (District Educational Plan and Individual School Educational Plans) to show a total team effort.

Sample
CHART I

GOAL: (Modified from community statements to align with unit operation) _____

_____

Community Instructional Goal Ref. Nos.: _____ **Community Managerial Goal Ref. Nos.:** _____

PERFORMANCE INDICATORS:

1. (What is to be measured) _____ _____
2. _____ _____

Performance Objective	Resp.	Workplan and Monitoring	Scale	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
(Statement showing expected outcomes)		(Title of Program) (Description of workplan and evaluation) (Responsible Party)	(Evaluation of Performance)			X	X	X	(Date of implementation)						

The units are further identified in this manner:
District Unit:

1. Business Services
2. Personnel
3. Educational Services and Research
4. Management and Operations
5. Pupil Personnel Services

School Unit(s):

1. Administrative Unit (Management Team)
2. Departmental Unit(s)

Performance Objective Emphasis

As a writer is preparing his Educational Plan unit, the role he plays in the implementation of the Plan will determine the emphasis upon which he writes his objectives. Roles are identified as:

1. Instructional
2. Managerial

All make contributions to the community instructional and managerial goals in reference to their assignments. An administrator (who provides a support service) might prepare an objective and work plan designed to interact on an instructional goal in managerial terms. Conversely, a teacher might express a managerial goal in terms of how it would affect instruction.

Chart J is included to illustrate this emphasis and shows that it is difficult to have a pure managerial or instructional goal – each relates to the other. However, for clarification of plan writing and referencing the activity, this separate identification system becomes necessary.

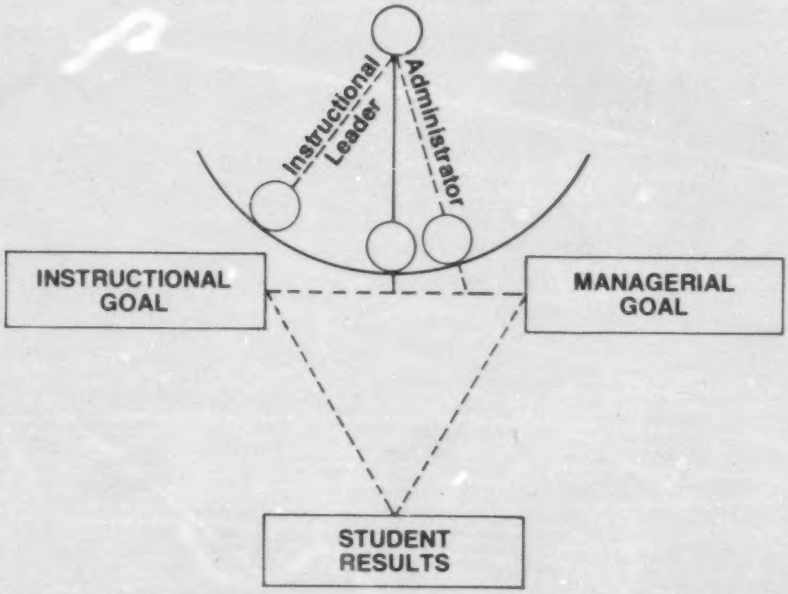
Because of the broader roles of units as they affect the management chain, it may appear some program features are omitted. Each unit has taken on full commitment to the list of instructional goals and managerial goals via needs assessment. The stated district "thrusts" emphasis in a given year will be oriented to the specific programs which are shown on the goal matrix.

Efforts Toward "Consolidation"

The development of an Educational Plan will give school administrators a chance to "consolidate" efforts of each of the units interacting to provide a more efficient delivery system for students – a delivery system meeting community expectations. It will give the school administrator a chance to focus on programs and to provide district-wide unity of effort.

Future assessment of the Educational Plan will provide a base for cost effective operation as schools and departments share their methodology to meet community commitment.

CHART J
Performance Objective Emphasis



A Beginning Effort

The plan which is developed is a beginning document in the formative stage. The district and school plans should require review and input to polish these efforts. The press of time in getting the effort off the ground can restrict completion of many of the desired components in the development of a complete educational plan. It is intended that any staff will be able to implement the following minimal improvements:

1. *Increased Needs Assessment* – Each of the schools should base its educational plan on the assessment of data which shows to what degree they are accomplishing community goals and thrusts.
2. *Total Staff Input* – Beginning documents are difficult for a total staff to react to, since it is difficult to perceive the finished product. In the next year, the staff will have an opportunity to assess and revise their unit contributions.
3. *Program Accountability* – Until the first two steps are completed, it will be difficult to arrive at true accountability for the product. Further refinement will develop program levels for which the team can measure its program progress and report back to the community at a level where they can accept responsibility for the end result.
4. *Community Identified Managerial Goals* – By the second year one should plan a committee on goals input to verify or validate the community managerial goals which are to be used in the development of educational plans.

SUPERINTENDENT'S ROLE

The role of the Superintendent in an educational plan has been to provide the leadership for its development by:

1. Bringing about the community elements which provide the input to the program.
2. Providing the resources through which the plan can be developed and implemented.
3. Interpreting the plan to the community and to the Board of Education.
4. Providing an administrative atmosphere conducive to the type of team effort which will make the educational plan effective in providing a delivery system attuned to community needs.

As the Superintendent is accountable directly to the Board of Education for the entire educational program of the district, the entire plan represents the effort of the Superintendent and his team to implement the community expectations. Examples of specific district goals follow.

DISTRICT GOALS

This series of goals represents the district's goal emphasis in meeting the community goals. As the district administration accepts the responsibility for all the goals established in the community instructional and managerial phases, these goals represent the direction and emphasis for the school year.

DISTRICT INSTRUCTIONAL GOALS

Self-Realization – The district will provide an educational atmosphere whereby students can accumulate knowledge, communicate effectively, develop mental and physical competency, and rationally determine their needs for leisure time activity and continuing education.

Human Relationships – The district will assist the home and the student in the development and understanding of cultural heritage, peer relationships, moral values, and individual contributions each student can make to the community.

Economic Efficiency – The district will provide each student with skills which will lead to economic efficiency, including saleable skills, consumer knowledge, and assistance in career selection.

Civic Responsibility – The district will provide an opportunity for students to become aware of the democratic process and their relationship to that process and government.

DISTRICT MANAGERIAL GOALS

Administrative Support – The district will provide leadership whereby the diverse talents of its educational team will be able to participate in the decision making process; whereby communications, equal opportunity,

and governmental resources will contribute to the viable operation of the schools.

Instructional Support – The district will contribute to the school resources, assist in evaluation, provide in-service education, and develop means of support to achieve the educational plans.

Operational Support – The district will provide for the housing needs of the schools, transportation efficiency, and an effective fiscal operation to the end that the schools will have a voice in fiscal management as it relates to their contribution to the educational product.

SUPERINTENDENT'S THRUSTS

This needs assessment takes into account the managerial roles which will emanate from the office of the Superintendent in fulfilling his contributions to the educational plan. No plan would be accurate in its structure if it did not take into account student results. Student results, on the other hand, are expressed in the quality of the instructional program being offered.

Research and Development – The district will assume leadership in providing funds and resources for a research and development program. School administrators and staff should develop systems that will carefully monitor and evaluate programs in this area.

Learning Development Program – The district must look carefully at the way it implements self-directed management, how it allocates and manages its resources, and how it finds the balance between self-direction and management – or better, what the role is of participation in management.

In-Service Education – The quality of a district's performance is measured by the quality of its staff. It is imperative that an effective in-service program be provided for the members of the team. Efforts to further develop this service may be a major staff concern.

Improvement of Guidance Services – Several new methods of providing guidance services will be assessed by the schools. Plan to concentrate time and resources in an effort to bring quality services to all students!

Educational Plans – The district has to analyze ways of accomplishing its general instructional goals. Included may be how to develop and carry out educational plans, school and district goals, identification and communication of performance indicators, and how to coordinate the implementation of all plans efficiently and effectively.

Evaluation Systems – Both programs and personnel, if they are to be effective, must have continuous evaluation. Everyone should be able to account for their efforts and place improved insights on future program growth.

Management Accounting Information – The district may be moving to project cost down to specific classes and, thus, provide more meaningful data upon which to base instructional program growth.

Building Program – The district may continue the building programs which have been approved and which are within the resources of the district.

Areas in which objectives are usually written

Basic

Quantity – How does quantity apply to each individual operation? Every job has some kind of a quantitative measurement.

Cost – Capital resources, utilization of service groups, manpower, reduction of waste and re-work, frugality etc.

Quality – The proficiency of each administrator and his staff, a basic attitude. What is needed and how he plans to achieve it. Quality has many ramifications in every job.

Innovation – Creativity and innovation are the things which have made the United States great. Where can education innovate to accomplish greater quantity, cost reduction, and quality to keep up with technological change?

Other frequently used subjects for writing objectives

Methods Improvement
Organization Improvement
Overcoming Known Obstacles
Employee Attitudes
Community and Outside Professional Involvement
Safety
Housekeeping
Utilization of Existing Resources
Absenteeism
Overtime
Manhour Requirements

WRITING OBJECTIVES

How to write Objectives – Objectives are usually concerned with time, production, people, cost reduction, and quality, to name a few areas. They answer such questions as: When? Who? How? What? When objectives are generally written, they may be called goals. Such goals may concern schedules, standards, rejection rate and reliability. After objectives have been written, they should be checked against the mission. Do they support the mission? If not, the mission is incomplete and the objectives should be changed.

Writing Activities and Results – Activities and results, once mission and objectives are clear, will flow easily and naturally. When activities have been detailed they should also be checked against the objectives they support to be sure there is no unnecessary overlap and that they are aimed in the proper direction. The writing of activities is so diverse in nature that it is unnecessary to belabor the subject. Anticipated results should be checked back against the mission. The mission should have been written in terms of results. The listing of anticipated results should complete the cycle.

Setting Standards of Performance – Setting standards of performance for managers or other professional employees is another topic; however, suffice it here to say that this process is realistic and worthwhile only when it

follows the writing of objectives. In many cases well written objectives can be used as standards of performance. How well they are carried out becomes the evaluation.

Concept:

Meaningful control cannot exist without knowing what the results should be. *The manager must know his objectives and capabilities.* Then he can determine what he can accomplish under certain conditions.

Think of objectives in terms of results.

Talk about:

Objectives not tasks

Accomplishments not activities

Establishing Objectives

For Jobs that *control* the man

For Jobs that are *controlled by* the man

Goals vs Activities

A Performance Based Management System emphasizes the *goals* to be reached rather than the *activities* necessary for reaching them. This emphasis counteracts the tendency for activities to become their own justification.

Otherwise

Men tend to be judged by *how busy they are*, not by what they *accomplish*.

Job Objectives

Do *not* represent something *outside* the job or something *extra* or *additional* to the job.

They *are* responsibilities within the concept of the position guide or job description.

TOTAL JOB

Objective 2

Objective 1

Objective 3

Job Objectives are parts of a job, which *for some special reason*, are singled out, brought into sharper focus, and given special or extra attention.

JOB STILL TO BE DONE

Focusing attention on 1, 2 or 3 objectives for special consideration, should *not* include consideration for those elements of the job which are not . . .

"OBJECTIFIED"

OBJECTIVES INDUCE PLANNING

By identifying objectives, these areas of responsibility are brought into sharper focus. Plans and implementations are worked out to make the objective possible of attainment on the scheduled date, and under the method designated.

TIME REQUIRED:

I. *TO SET GOALS –*
Not unusual to take a couple of days to work through the initial establishment of job responsibilities and goals with each individual.

II. *FOR PERIODIC REVIEW –*
Will vary – but may very well require hours rather than the typical few odd moments.

COPY OF OBJECTIVES
(To subordinates)

Provides him with a time-table.

He measures his own progress.

He initiates progress reviews.

He knows where he stands without being told.

Evaluation – Feasibility and Acceptability

Goals and Objectives should be developed jointly between the superior and the subordinate. This does not necessarily mean that the joint development process must begin at "ground zero." The superior should enter the process only *after* the subordinate has completed a considerable amount of thinking about his job and has made a careful assessment of his own strengths and weaknesses. Once the subordinate completes this process, he should bring a set of specific goals and objectives to his superior for review.

The role of the superior is to evaluate the subordinates' goals and objectives in terms of the over-all goals and objectives of the organization. This is not to say that all of the individual's goals and objectives have to be subservient to the master plan of the organization, but at the very least they should be consistent in purpose.

The evaluative criteria to determine whether or not unit managers' objectives are feasible and acceptable are manifold.

1. Are there sufficient resources to accomplish the plan? (money, time, staff, plant, material, etc.)
2. Are the goals and objectives of the unit manager consistent in purpose? Will the plan fit into the organizational pyramid of goals and objectives for the organization or will they cause different unit managers to be working at cross purposes?
3. Are the objectives realistic?
4. Are the objectives attainable?
5. Will the objectives satisfy personal as well as organizational goals?

The superior must retain veto power at each step of the development and evaluation process. However, actual experience with this process has shown that the veto power is rarely used. More important than the veto is for the superior to resist the subordinates' tendency to want the superior to tell him what to establish as goals and objectives.

EVALUATION FEASIBILITY AND ACCEPTABILITY

Planning Determine the Purpose
Define Program(s)
Describe Activities
List of Outcomes

Structuring Establish the Design
Collect Data (Input)
Establish Deadlines
Record Data

Process Analyze Data
Measure the Cost
Sophisticate a Design
Implement the Process

Product Prepare a Final Report
Make Decisions on Outcomes

Operational Planning and Alternatives

School districts are beginning to complete and sophisticate internal planning. This internal planning will tell the local district what areas need help. Now the local district needs a system to accomplish these goals. A Performance Based Management System can accomplish this. In any program for planning the development of alternatives, various ways to say "here is the way" are imperative.

One of the most difficult phases of implementing a Performance Based Management System in the local school system is the evaluation of alternative programs available to achieve the goals and objectives established for the school system.

In any management system, the program of activities must enable the people to meet their goals. It is important that the participants know the exact route to be taken and the time schedule for each objective.

Every management plan should develop alternative routes to bring to completion the stated objectives. There are three reasons for having several alternative plans. *First, alternative plans eliminate the idea that things can only be done one way, which, in turn, leaves considerable latitude for each responsible party to determine the direction in which he/she wishes to go in accomplishing objectives.* Second, alternative plans leave the superintendent with a way out in case one plan should be unworkable. Third, alternative routes provide different ways to accomplish goals, depending upon the finances available for each alternative.

The first phase of this process necessitates the listing and the identification of alternatives. The second phase involves the analysis of the alternatives on the basis of inputs and outputs and the weighing of alternatives on the basis of this analysis. The third phase ranks the selection of alternatives, based on the cost and possible effectiveness.

A district must calculate what alternatives are best to achieve its objectives.

The most promising alternatives are the ones which should get the financial resources.

In turn, a district must continuously review and prepare alternative plans in search of more efficient and effective means for achieving the stated objectives.

Approval

If steps one through thirteen have been effectively implemented, the approval by the Board of Education of the established goals and objectives should not pose a problem. If, however, the reallocation of resources is necessary, it may be wise to specify planned reallocations before voting on the approval. This should preclude, after the fact, comments such as, "If I had known that program X was going to suffer in favor of program Y, I would never have voted for that goal and objective." Full disclosure of planned reallocation of resources and implementation plans and procedures are necessary to complete the stated goals and objectives.

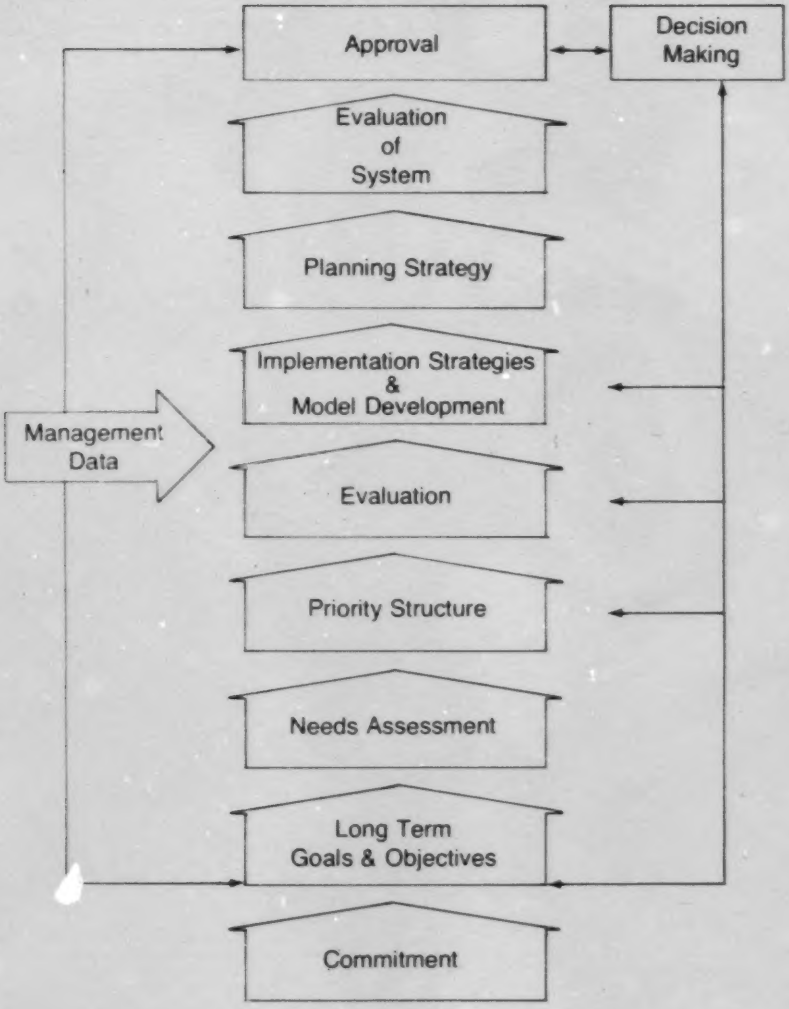
Nothing should be left to the Board's imagination or assumptive powers when presenting the district's goals and objectives for approval. If Board of Education members have been involved thoroughly in needs assessment, establishing priorities and re-evaluating these priorities in terms of what is available in the present program, approval should not be a monumental task. It would be wise for the superintendent or administrator in charge of presenting the recommendation for approval to refresh the memory of board members regarding their involvement in the process which has led to the approval submission by the administration. Board of Education members will hesitate to reject an action plan that they view as one that was jointly transpired to meet the priorities and solve the problems that they have been instrumental in bringing to the attention of the school publics.

In summary, the proposal for approval of the goals and objectives should briefly encapsulate all that has transpired in developing the proposed goals and objectives. It should also include a forecast of resource allocation and implementation plans necessary to effectively meet the organizational objectives.

Management teams can then move ahead with full assurance that the Board of Education formally sanctions not only the goals and objectives alone, but also their purposes, priorities, and courses of action, which includes alternatives necessary to accomplish their stated program of goals and objectives.

Chart K illustrates a logical sequence of steps to be followed which, after having a commitment on the part of the Board of Education, leads back to the Board of Education for approval of the plan.

CHART K
Approval



Reallocation Of Resources

In preparing a budget, the objectives of an organization must be of primary concern. A sound budget is built around the goals and objectives. This process becomes more critical if a program budgeting system is in use.

In the Performance Based Management System, when the objectives of the organization are reevaluated and it becomes necessary to change objectives, programs within the budget have to be reallocated to serve the new objectives.

In reallocating the traditional line item budget, the changes would not necessarily have to be that extensive, since the only changes that would be necessary are the major category items such as supplies, equipment, salaries, etc. For the most part, extensive budget reallocation occurs only if there is an extensive change in the goals and objectives. There is also the possibility that there may be a budget reallocation if the means toward attaining the objective is revised. For example, an individualized math program is to be incorporated into the curriculum and the implementation plan calls for the purchase of new textbooks and workbooks. After restudying the objective, the decision is made to redirect the funding to that of employing teacher aides rather than the purchase of new materials. This would require a budget reallocation from 0221-textbooks and 0222-teaching supplies to 0218-salaries for instructional assistance.

When operating under a program budget, changes in objectives become a major problem in the reallocation of the budget. Not only are changes of line items required, but changes in the programs are required as well. As objectives change, there may be the requirement to change only the programs and not the line items. For instance, the original objective was to implement a new English program through the purchase of textbooks. In the process of reevaluating the objectives, the priority is shifted to implementing a new curricular program in mathematics through the purchase of new mathematics textbooks rather than implementing a change in the English program. Under the line item budget there may *not* be any budget changes required, provided the textbooks are similar in price. However, under a program budget structure there would be significant reallocation from the English program category to the mathematics program category.

As can be seen from these examples, a considerable amount of detailed work is required under program budget structure when reallocation is necessary. This requires an increased amount of time and effort in the initial process of establishing goals and objectives in order to preclude an inordinate number of budget reallocations.

Nevertheless, once the goals and objectives have been established, the means toward attaining the objectives must be delineated. Once the means have been identified, the costs must be calculated. These costs should be accurately reflected in the budget of the organization, whether a line item or a program budget structure is utilized. Indeed, the availability of money resources may be the prime factor that determines the success or failure of an organization in meeting its objectives.

It is imperative in any management system to have definite documentary material as to how funds are expended for various programs and in various buildings. Total program accountability means that a cost per pupil figure comparison can not only show where the priorities are, but as a result of needs assessment, where priorities should be. *Chart L* can graphically illustrate a cost per pupil in curricular, extra curricular, and building allocations. The results of such a survey can show some surprising facts about where the local school district has placed its financial priorities.

CHART L
Budget Worksheet
REALLOCATION OF RESOURCES

Program _____ Level _____

	1975-6 Actual	1976-7 Proj.	1975-6 Budget	1976-7 Proj.	1975-6 Budget	1976-7 Proj.
Students						
Studt./Classrm. Teach. Ratio						
			Salaries		Fringes	
Staff: Teach.						
Support						
Clerk						
Other (Specify)						
		Total				
			Total-Personnel			

Materials	1975-6 Budget	1976-7 Proposed
Textbooks (221)		
General Supplies (222)		
Library & AV (223 & 224)		
Contracted Services (250/1050/650)		
Maintenance Supplies (621)		
Total-Materials/Supplies		

Equipment	1975-6 Budget	1976-7 Proposed
New (1243)		
Replacement (642/643/644)		
Total Equipment		
Grand Total		
COST/STUDENT		

Date _____ Submitted by _____

Implementation of a Performance Based Management System

Implementation is the transition from a process model into the mechanical tool which individual school districts will develop as the vehicle for carrying out the Performance Based Management System. It becomes the vehicle for monitoring many phases of the local school district's total program.

Determining educational goals based on the needs of the school district and the individual school is crucial to the implementation of a Performance Based Management System. Although this is an important step in the initial process, it must be kept in mind that this process must be completed at the beginning of each year.

Once all of the planning procedures are completed, the goals and objectives established, and the priorities determined, the actual procedure of implementing the management system becomes the next step in a successful Performance Based Management System. This is perhaps the most crucial step, since a well-developed management system can be a failure in a local school district if it is introduced in the wrong way or at an inopportune time.

The recommended approach for implementation of the system starts from the top level in the organization and filters down through all levels within that organization. It goes without saying, that if the approach is to work correctly, the top administration must be favorable to the concept. In the larger districts, it is suggested that a person be appointed a Performance Based Management System Director. However, superintendents will want to keep the responsibility for such a system within their own offices.

The implementation of a Performance Based Management System is phased – both in the hierarchy of the organization participating as well as in the time sequence. Initial participation should be assigned to the superintendent and his central administrative staff. This is suggested for two reasons. First, the introduction of any new concept, especially one of this magnitude, is better accomplished with a small group, which is centrally located, and which can conveniently interact with each other. Secondly, the superintendent can more closely monitor the system to assure that the plan is being carried out as well as ferreting out any problems that may occur before they can expand into a monumental crisis that could spell the demise of the project before it has had a chance to get off the ground.

Given the goals that have been developed as the result of the needs assessment, the administrative staff collectively select several generic goals which are identified as needs of the district. Each administrator also

may identify specific goals which are based on the needs of his area of responsibility. For each goal, the administrator determines the objectives which specify what he will accomplish during the term to meet his needs. The objectives should include a general outline of the activities, the dates by which each will be accomplished, and the means by which each are to be evaluated.

A general discussion following the development of the goals and objectives would be valuable. This discussion should include the importance, need, effort, and other factors required for the implementation of the objective.

Inherent in the goal and objective setting process is the careful analysis of the primary and secondary responsibility for each goal and objective. Taking the responsibility factor one step further, each step in the workplan and monitoring section should also have established responsibility levels. This provides the necessary link to proceed to the next phase in building the hierarchy necessary for a district-wide Performance Based Management System implementation.

The next step is to introduce the concept and develop skills in the management system at the building administrative level. Extensive in-service sessions should be held that are identical in concept to those held at the central administrative level. Assistance to the principals in determining and specifying objectives can now be offered by those who have already been through the process.

It is important that in-service sessions be held at first in large groups and then in small sessions to bring out questions that might not be asked in a combined group.

Following the same procedure, a Performance Based Management System can be introduced to each level of participation until total involvement is accomplished.

Adopting a new management system into any organization rarely occurs without problems that need to be confronted and difficulties which need to be surmounted. Therefore, we have included this data in order that you may become aware of a few major problems and difficulties which may occur before, during, and after the implementation stage.

Some of the major problems and difficulties encountered in implementation are:

1. Lack of commitment by the top administration to support the system.
2. Lack of an adequate data base from which to develop the organizational goals and objectives.
3. Lack of understanding by the participants to grasp the ability to write organizational goals and objectives and personal job functions and performance objectives.
4. Lack of flexibility when implementing the system.
5. Lack of personnel to implement the system and give individual instruction to those participants who need and desire it.

6. Lack of time to implement the system.
7. Lack of accountability or failure to follow up and periodically evaluate accomplishments of the objectives.

Performance Based Management System
Progress Appraisal

It is assumed that the Performance Based Management System is based upon properly identified school district goals and objectives. This provides the direction that progress is to take in attaining specific outcomes. Without this kind of relationship, there would be no guidelines for a concerted course of action, no means for determining the appropriateness of steps leading to definitive ends, and no way of determining when the ends have been achieved.

How the Performance Based Management System is derived by individuals within the school system is most important. At some point there must be agreement between supervisor and staff members on the value, practicality, and economic feasibility of the objectives before effort is expended on their fulfillment. Progress appraisal then becomes the means for periodic checking on how well people are doing, for identifying unexpected difficulties and for informing the supervisor about ways he can support his staff in reaching objectives.

Experts agree that a system of appraisal provides the necessary catalyst for moving objective attainment from the talking stage to action. Potential models for monitoring progress are readily available in the current literature. However, experience dictates that an element of local development is essential and preferable to mere adoption of what someone else proposes. It further enables local managers to have a greater role in determining their own destiny.

It is recommended that any progress appraisal system include periodic meetings between supervisor and staff and an appeal mechanism to serve as a safety valve. Formal and informal combinations both appear to work most satisfactorily. The need for informal meetings tends to diminish as the people within the school district become more sophisticated in functioning within a Performance Based Management System. Informal appraisal occurs as supervisors periodically check on the progress being made and respond to requests for assistance.

One of the most important outcomes of a Performance Based Management System is the self-appraisal process.

Prior to the formal progress appraisal the subordinate should make his own appraisal of what he has accomplished relative to the objectives established earlier which should be substantiated with factual data wherever possible. The "interview" or "progress appraisal" will then become a joint examination by superior and subordinate of the subordinate's self-

appraisal, and it should culminate in the resetting of targets for the next three to six months.

This approach, which places the major responsibility on the subordinate for establishing performance goals and appraising progress toward them, avoids the major weakness associated with most appraisal systems of evaluating the personal worth of the employee. The subordinate is forced to examine himself not only to determine his weaknesses but also his strengths and potentials. The superior must also be prepared to devote a considerable amount of time to the progress appraisal. During the progress review, it is important to focus on the action plan rather than the individual. This serves to stimulate and motivate the subordinate toward effective performance knowing that his opinions and judgments are an inherent part of the organization's efforts to achieve a common set of goals and objectives.

PROGRESS CHECK

Periodic check-ups on progress.

Informal Schedule

at the suggestion of appraisee.

at the direction of appraiser.

whenever a change of circumstances.

whenever substantial progress or regression occurs.

Do not wait until final reckoning.

Evaluation or Appraisal

In a Performance Based Management System the first criteria for evaluation or appraisal is, "How effectively did the organization meet its stated goals and objectives?" This can easily be measured or evaluated if the objectives are written in measurable terms. If objective, positive, negative, and zero type standards were employed in developing the objectives, the evaluation or measurement phase of the project should easily be measurable and meaningful.

Each goal and objective should be treated singularly during the evaluation process and measured according to factual data. If the objective is altered or the focus is shifted at some time during the year as a result of a progress appraisal, this too must be considered as part of the total evaluation process. Each goal and objective should be worthy to appear on an end-of-the-year status report. The status report should be concise and concrete.

The success or failure of each goal should be analyzed in terms of the level of success of each objective related to it in a summary fashion. The summary should emphasize specific areas of achievement as well as specific areas of failure, near failure, or partial success. The summary of goal achievement should also include recommendations for future goal setting. *These recommendations should lead the organization back into the needs assessment phase of the Performance Based Management System flow chart.*

The total end of the year evaluation should focus primarily on how well the organization met its stated goals and objectives and how well the "action plan" was implemented. If there were constraints that prevented goal achievement in certain areas, they should be identified as precisely as possible. Many constraints can prevent an organization from achieving its objectives: poor personnel, insufficient personnel, insufficient resources (time, money, equipment, etc.), emergency situations that require massive personnel and resource shifts during the year, lack of viable alternatives, etc., etc., etc.

However, as an organization becomes more adept at planning for contingencies and emergencies within the framework of the Performance Based Management System, these constraints tend to become miniscule and less prominent in preventing goal achievement.

In the world of education, it is not what you think, but what you know, that is important. And it is not just what you know that counts, but what you are able to do with what you know.

PERFORMANCE BASED MANAGEMENT SYSTEM

Can mean-

More frequent and better planning.

More accurate accountability.

Better and more frequent administrative relations.

Delegation easier and more effective.

Excellent training and development tool.

Better understanding of job status.

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Glossary

Accountability – Accountability is the process of explaining the utilization of resources in terms of their contributions to the attainment of desired results.

Analysis – Analysis is the process of applying values and meaning to information.

Environment – Those factors which both affect education and are not controllable by the agency (external factors).

Evaluation – Evaluation is the process through which results are measured and compared with predetermined standards as described in the statements of specific objectives. It is a continuing process which provides a means for analyzing and interpreting in order to ensure that the planning cycle be continuous.

Goal Setting – The practice of periodically examining, through wide involvement by lay and professional groups, the goals (continuing objectives).

Information – Information includes all data pertinent to the organization's objectives and strategies.

Need – A need is a deficiency or problem which, when identified through an assessment procedure, requires appropriate attention and action. NEEDS represent a discrepancy between present status and desired objectives; e.g., "what is" and "what ought to be."

Needs assessment – The process of analyzing information about present status, objectives, and priorities.

Objective, instructional – an instructional objective is a specific objective applied to instructional outcomes for a student or group of students.

Objective, process – A process objective is a statement of desired results written in terms of completing a task or activity rather than in terms of improved student performance. A process objective, in most cases, is one written by one agency group which provides support to another agency which, in turn, deals directly with the instructional program.

Philosophy – Statements of principles of beliefs about education which are widely accepted within the school system.

Planning – Planning is the rational determination of where the agency is, where it wants to go, and how it will get there. It is the process through which objectives are established and resources are allocated to optimize the attainment of those objectives on a predetermined schedule.

Planning, comprehensive – Comprehensive planning is a set of tactics which involves: (1) consideration of all relevant factors; (2) participation of all agencies and persons who should contribute to and who are affected by the development and implementation of a given plan; (3) intensity and sophistication of planning; (4) long-range planning.

Priorities – Priorities are items (generally continuing or specific objectives) which are ranked in terms of importance when allocating the resources of the agency.

Policies – Self-imposed constraints on either objectives or strategies.

Program – A program is a major agency endeavor, which fulfills statutory or executive requirement, and which is defined in terms of principal actions required to achieve significant objectives.

Project – A project is a specially designed set of strategies and tasks developed to address specific objectives within a program or service area. Projects are usually of shorter duration than programs.

Resources – Dollars, people, facilities, time, materials, or anything else which the agency can use to accomplish its objectives.

Rules, regulations, and guidelines – Rules, regulations, and guidelines are formal, written statements which specify the means by which various functions of the agency are administered.

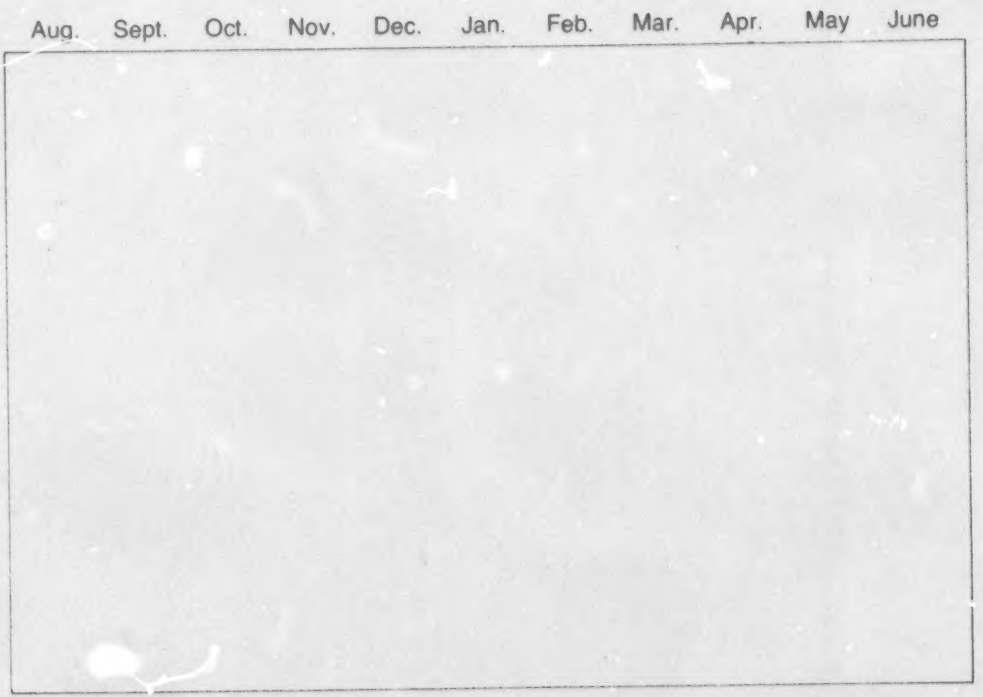
Strengths – Strengths are characteristics or intangible assets which provide a definite advantage in carrying out the agency's goals. Usually they provide an opportunity for exploitation beyond the present level of use, and as such, represent opportunities for immediate and/or long-range achievement.

Tasks – Tasks are elements of a strategy which, when performed by people and things in proper sequential order, will or should fulfill the intent of the strategy. Tasks contain the components of what, when, and who.

Weaknesses – Weaknesses are characteristics or deficiencies which impair ability to carry out the goals. Usually implied is a threat of possible further loss of effectiveness which places the agency at a disadvantage. The purpose of stating weaknesses is: (1) to spotlight existing or potential major problems which pose a threat to the continuing success of the agency, and (2) to indicate those areas which at present offer no potential for the implementation of the agency's management program.

Appendix

SCHEDULING FOR PERFORMANCE PLANNING



BECOMING AWARE OF TIME

Definition of Activities to be Analyzed

A. *Telephone*
Using the telephone to get things done and for gathering and/or giving information.

B. *Paperwork*
Working on incoming and outgoing letters and other written communications (memoranda, reports, circulars, etc.).

C. *Scheduled School Meetings*
All school meetings that were *scheduled one or more days ahead of time*. This may include: individual staff conferences, meetings with students, administrative meetings, PTA meetings, teacher observations, etc.

D. *Out-of-School Scheduled Meetings*
All out-of-school meetings that were *scheduled one or more days ahead of time*. This may include: grievance hearings, supervisory conferences, PTA meetings, etc.

E. *Unanticipated Meetings and Activities*
All meetings of activities *in or out of school*, that were *either not scheduled or scheduled the day of the meeting, or activity*. This may include: drop-in visits into your office and all unanticipated meetings and activities with people that are a claim on your time.

F. *Other*
All activities that do not fit the above categories.

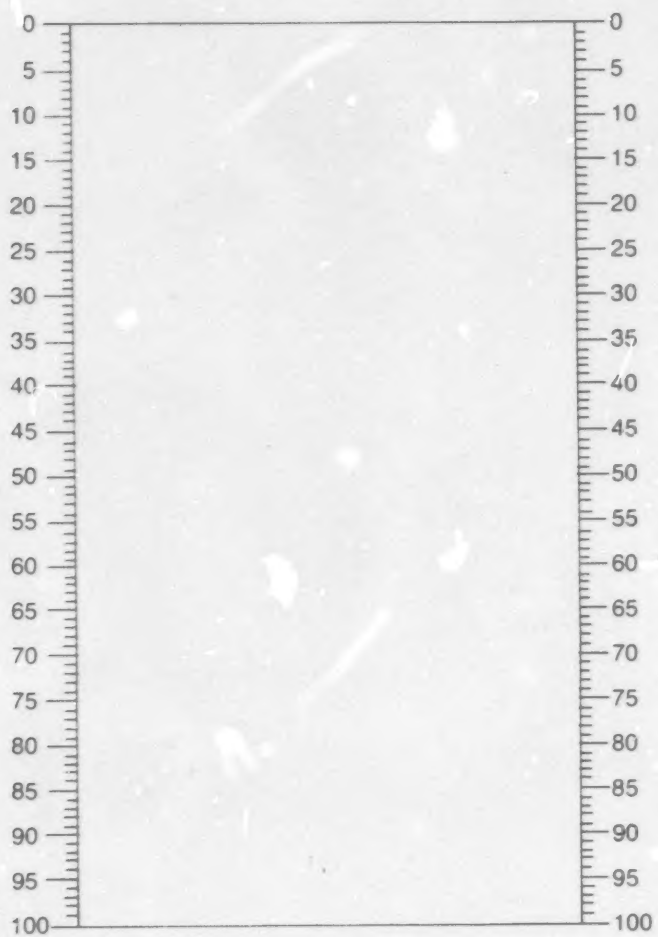
PHASE 1: DETERMINING HOW YOU WANT TO SPEND YOUR TIME

Instructions

Use the scaled rectangle below to estimate the percentage of time you *want* to spend in various activities during a particular week (identify that week here: _____). You can do this by dividing the rectangle into 6 sections, one for each of the following 6 activities:

A. Telephone
B. Paperwork
C. Scheduled School Meetings
D. Scheduled Out-of-School Meetings
E. Unanticipated Meetings and Activities
F. Other

Identify each of the 6 sections with the appropriate letter ((A) for telephone, etc.)



Date _____

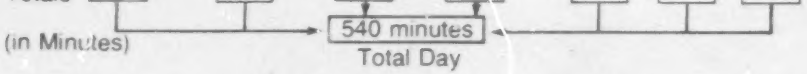
PHASE 2: DETERMINING HOW YOU ACTUALLY SPEND YOUR TIME

To record your activities during one day of the week you selected in Phase 1, simply "mark off" below the time spent on a particular activity. You can do this by drawing a vertical line that begins at the time you started the activity and ends at the time you finished it. The black arrows indicate where you should align this vertical line. For instance, if you were engaged in activity (c) from 10:30 to 12:00 noon, then simply draw a vertical line under Column (C) that begins at 10:30 and ends at 12:00 o'clock. Record your end of day totals in minutes in the boxes below.

Complete this procedure for each day observed. It is strongly recommended that you observe at least three days in your selected week and then calculate the average time spent on each activity during those days. Once this is done, try to complete phases *3* and *4* with as little delay as possible.

Your day has been intentionally limited from 8:00 a.m. to 5:00 p.m. (540 minutes) so as to avoid complications in subsequent analysis.

	(A) *Telephone*	*(B)* *Paperwork*	*(C)* *Scheduled School Meetings*	*(D)* *Scheduled Out-of-School Meetings*	*(E)* *Unanticipated Meetings & Activities*	*(F)* *Other*	*(G)* *Meals*
A.M.	8:00	8:00	8:00	8:00	8:00	8:00	8:00
	9:00	9:00	9:00	9:00	9:00	9:00	9:00
	9:30	9:30	9:30	9:30	9:30	9:30	9:30
	10:00	10:00	10:00	10:00	10:00	10:00	10:00
	10:30	10:30	10:30	10:30	10:30	10:30	10:30
	11:00	11:00	11:00	11:00	11:00	11:00	11:00
	11:30	11:30	11:30	11:30	11:30	11:30	11:30
P.M.	12:00	12:00	12:00	12:00	12:00	12:00	12:00
	12:30	12:30	12:30	12:30	12:30	12:30	12:30
	1:00	1:00	1:00	1:00	1:00	1:00	1:00
	1:30	1:30	1:30	1:30	1:30	1:30	1:30
	2:00	2:00	2:00	2:00	2:00	2:00	2:00
	2:30	2:30	2:30	2:30	2:30	2:30	2:30
	5:00	5:00	5:00	5:00	5:00	5:00	5:00
Totals (in Minutes)	☐	☐	☐	☐	☐	☐	☐



PHASE 3: DETERMINING THE DISCREPANCY BETWEEN HOW YOU ACTUALLY SPEND YOUR TIME AND HOW YOU WANT TO SPEND YOUR TIME

Multiply each of the Phase *2 averages* (the meal averages excluded) by *0.3* and place the multiplication results in the appropriate boxes of *Column 1* below. Then transfer your Phase *1* percentages to *Column 2* below. Carry out the divisions as set up and place the quotients in the boxes to the right *(Column 3)*.

	Column 1 (How You Actually Spent Your Time over a specific period)		*Column 2 (How You Want to Spend Your Time)*		*Column 3 (Discrepancy Ratio)*
A. Telephone	☐%	divided by	☐%	– equals	
B. Paperwork	☐%	divided by	☐%	– equals	
C. Scheduled School Meetings ...	☐%	divided by	☐%	– equals	
D. Scheduled Out-of School Meetings	☐%	divided by	☐%	– equals	
E. Unanticipated Meetings and Activities	☐%	divided by	☐%	– equals	
F. Other	☐%	divided by	☐%	– equals	

Interpretation

A perfect score is attained when the discrepancy ratio is equal to one (1). This indicates that you spent your time in a particular activity *exactly* as you had wanted to spend it.

If *the ratio for a particular activity is greater than 1.1*, then you have spent *too much time* in that activity.

If *the ratio for a particular activity is less than 0.9*, then you spent *less time* than you wanted in that activity.

*The sum of Column 1 will *only approximate* 100 due to a rounding error. This will *not* invalidate your findings.

PHASE 4: DETERMINING WHY YOUR TIME PROBLEMS EXIST

Think back on the day(s) you observed your activities (phase 2) and try to determine the following:

	Will these problems likely recur? Yes	No
A. Did you spend too much time* on the telephone because:		
1. Relatively unimportant telephone calls were not screened out by your staff?		
2. Too much time was spent socializing over the telephone?		
3. You failed to cut off excessively long telephone conversations?		
B. Did you spend too much time on paperwork because:		
4. You handled routine paperwork that could have been worked on by particular members of your staff?		
5. You started but left paperwork unfinished, only to return to it later on?		
C. Did you spend too much time in meetings because:		
6. Staff meetings you held were excessively long considering the results that were achieved?		
7. During staff meetings too much time was spent repeating issues that should have been resolved long before in prior meetings.		
D. Did you spend too much time on unanticipated activities because:		
8. You responded to crises and unexpected events that could have been handled by particular members of your staff?		
9. Drop-in visitors took up too much of your time?		
10. You did not set time aside during which you would be *relatively unavailable* to visitors and for telephone interruptions?		
11. You did not plan your use of time beforehand?		
E. Did you spend too much time in your activities because:		
12. Your staff misunderstood what you asked of them?		
13. You tried to do too much in too short a time?		
14. You failed to give a priority to your tasks and you ended up spending too much time in low priority areas?		

*There is no need to consider activities on which you spent too little time. This is because, if you successfully reduce excessive time spent in certain of your activities (the ones with ratios over 1.1) you will automatically be free to spend more time in the other heretofore neglected activities (the ones with ratios under 0.9).

INPUT FOR GOAL DETERMINATION & PRIORITIES

Please indicate below the goals you would like to see pursued next year, and their level of importance.

	Least Important	*Fairly Important*	*Very Important*
Instructional Program Goals			
Student Achievement Goals			
Student Services Goals			
Community Relations Goals			
School Plant and Security Goals			

Refining Goals

List below under "Most Important Goals" the goal statements with the highest tally sheet totals. Then list your school system priorities and determine whether a conflict exists or not. Under "Restatement of Goals," attempt to reformulate your goals so that they will reinforce the listed school system priorities.

Most Important Goals

School System Priorities — *Is there a conflict with the "Most Important Goals"?* *Yes* ☐ *No* ☐

Restatement of Goals

THE GENERAL STAFF MEETING

Selected Priorities	*Objections?* *Yes** ☐ *No* ☐	*Who is responsible for implementation?*	*Set date of Individual Conference*

**Objections*

FOLLOW-UP DIAGNOSIS
SELF EVALUATION OF SUPERVISION

I feel that, over the past year	*Almost Always*	*Usually*	*About 1/2 the time*	*Usually Not*	*Almost Never*
1. I knew what was expected of me in my work.					
2. I understood my job problems and most outside problems that affected my work.					
3. I had a chance to learn and grow through my work, and was encouraged to think creatively.					
4. I recognized my accomplishments when my work was well done.					
5. I was informed in advance of changes affecting me.					
6. I could get information or help from other departments when needed.					
7. I discussed my mistakes in such a way that I could learn from them.					
8. When meetings were held to solve problems, they were effective meetings.					
9. I understood the responsibilities, objectives, and problems of my supervisor.					

10. The three changes I would like to see in my area to increase my effectiveness and work satisfaction are:

PERFORMANCE BASED EXPECTATIONS FOR THE SCHOOL ADMINISTRATOR

THINKS

LEARNS

COMMUNICATES

COORDINATES

INNOVATES

LEADS

ORGANIZES

PLANS

PRODUCES

Conclusion

"THIS IS ONLY A BEGINNING, NOT AN END."

"Responsibility is null when nobody knows who is responsible."

John Stuart Mill,
Representative Government

Performance Based Management System

Raymond R. Troxell, Jr., Project Director

OUTLINE OF CONTENTS

1. Mission
2. Awareness and Understanding
3. Advantages and Disadvantages
4. Commitment
5. Needs Assessment
6. Problems
7. Priorities
8. Assessment of Present Program
9. Re-evaluate Priorities
10. Planning Staff Allocation
11. Goals and Objectives
12. Evaluation, Feasibility, & Acceptability
13. Operational Planning and Alternatives
14. Approval
15. Reallocation of Resources
16. Implementation
17. Progress Appraisals
18. Evaluation or Appraisal

Comments on this Monograph

"I consider it to be just excellent."
B. Frank Brown, Director
Information and Services Program
/I/D/E/A/

"I think the document is an excellent one which obviously represents a good deal of work on the part of a number of persons." J. Lloyd Trump, Director
Model Schools Program, NASSP

"Commendations on even thinking about this type of management system for education. I like the P.B.M.S. notion."
Dale Parnell, Chancellor
San Diego Community College District

"The material itself is good, complete, and comprehensive."
Lesley Browder, Dean
Hofstra University School of Education

"I am most impressed with the variety and the amount of information you have brought together in this little booklet."
James K. Zaharis, Ass't. Supt.
Mesa, Arizona, Public Schools

". . . is comprehensive in scope but brief enough to be of value to the practicing administrator."
Rodney N. Tolbert, Superintendent
Lewisburg, PA, School District

"I've read the booklet 'Performance Based Management System' carefully. It has some very good material in it."
Leon M. Lessinger, Dean
University of South Carolina

". . . the model has high potential for success in establishing priorities that will lead to measurable improvement in performance." Eva L. Baker and James Burry
Center for the Study of Evaluation
University of California, Los Angeles

"Excellent job! While citizen, staff, and student input is very important in the governance of school districts today, the school administrator, in order to be held accountable for the discharge of his responsibilities, must have a clear pathway to the school board. I look forward to hearing from you again on the excellent work you have put into your study."
Thomas A. Shannon
Acting Superintendent
San Diego City Schools